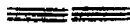




GOVERNMENT OF RAJASTHAN

**REPORT OF THE
HIGH POWER COMMITTEE
ON
PANCHAYATI-RAJ
1973**

**COMMUNITY DEVELOPMENT AND
PANCHAYATS DEPARTMENT,
JAIPUR**



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GIRDHARI LAL VYAS,
Chairman

**Government of Rajasthan
High Power Committee on
Panchayati-Raj**

D. O. No. F. 4 (HPC) PD/PR/73/5193 Jaipur, June 22, 1973.

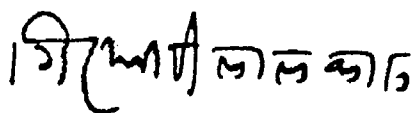
DEAR SHRI BARKAT SAHIB,

I have pleasure in submitting the final Report of the High Power Committee on Panchayati-Raj (duly signed by all members) which also includes chapter III on "Structure and Mode of Elections" based on the Interim Report of the Committee which was submitted to the Government on 29th October, 1972.

As also indicated in the body of the Report, I would earnestly request you that the Government decisions on the various recommendations may be taken expeditiously so that the Panchayati Raj in Rajasthan gets the much-needed and positive boost.

With regards,

Yours sincerely,



(GIRDHARI LAL VYAS)

Hon'ble Shri Barkatulla Khan,
*Chief Minister,
Government of Rajasthan.*

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CHAPTER I

Introduction

1.1 The Government of Rajasthan vide their order No. F. 5/39/O & M/71 dated 8th November, 1971 appointed a High Power Committee on Panchayati Raj. Initially this Committee consisted of the following eleven members with Shri Girdhari Lal Vyas as Chairman:—

1. Shri Girdhari Lal Vyas President, Pradesh Congress Committee
2. Shri B. N. Bhargava Member Parliament and Pramukh Ajmer
3. Shri Khet Singh M. L. A., Chief Whip and Pramukh Jodhpur.
4. Shri Ramkishan M. L. A. and Pramukh Bharatpur.
5. Shri R. N. Chaudhary M. L. A.
6. Shri Rawat Ram M. L. A.
7. Shri Sampat Raj Jain Pradhan, Panchayat Samiti Bakani (Jhalawar).
8. Prof. Iqbal Narain Rajasthan University.
9. Shri S. P. Singh Bhandari Development Commissioner.
10. Shri Ram Singh Director, Harishchandra Mathur State Institute of Public Administration.
11. Shri V. I. Rajgopal Director of Industries.

1.2 Thereafter under Government Order No. F. 5 (39) O&M/71 dated 31-12-71, the Director of Community Development and Panchayats was also appointed as a member of this Committee. Shri S. P. Singh Bhandari after his transfer as Vice-Chancellor of Udaipur University was subsequently substituted by Shri M. Mukerji who took over as the Development Commissioner and Shri Ram Singh and Shri V. I. Rajgopal continued to be the members of this committee even after their transfer to the new posts of Home Commissioner and Registrar Cooperative Societies respectively. The High Power Committee was finally reconstituted under Government order No. F.5 (39) O&M/71, Gr. A dated 15-6-72 under which besides the existing members, Shri H. C. Mangal, Dy. Development Commissioner (Enquiries) was appointed as Member-Secretary of the High Power Committee and in place of Shri Ram Kishan, former member of Legislative Assembly, Prof. Kedar Nath M.L.A. was appointed as member. Meanwhile Shri J. N. R. Gaur had taken over as Member-Secretary of the High Power Committee on 12th June, 1972. His name was therefore substituted in place of Shri H. C. Mangal under Government order No. F. 5 (39) O & M/72, dated 24-7-72. Shri M. Mukerji was also transferred to the Government of India as Addl. Secretary and he was succeeded by Shri R. C. Sood who took over as Development Commissioner on 23rd May, 1973.

1.3 The terms of reference of the Committee were as follows:—

(1) To study and evaluate comprehensively, the working of the Panchayati Raj and its constituent three tiers viz. Gram Panchayat, Panchayat Samiti and Zila Parishad with special reference to the following:—

(a) The working of Gram Sabhas, Gram Panchayats, Panchayat Samitis and Zila Parishads and their mutual organic linkage.

(b) The financial and administrative aspects of these institutions.

(c) Problems of coordination between the various

functionaries, institutions and departments at various levels.

- (d) The people's participation and their involvement in the decentralised democratic processes.
 - (e) Agricultural production in the context of Panchayati-Raj.
 - (f) Impact of Panchayati-Raj on Programmes of Social Welfare.
 - (g) Impact of Panchayati-Raj on weaker sections of the society.
 - (h) The Nyaya Panchayats in the context of speedy, economical and fair justice.
 - (i) The Rajasthan Panchayat Samitis & Zila Parishads Service with particular reference to the Village level Workers, Group Panchayat Secretaries and Teachers.
- (2) In the context of experience gained in Rajasthan, Andhra Pradesh, Maharashtra, Gujarat and other States, to suggest whether to reduce the present system to two tiers or to continue with three and to suggest measures for improving the working of Panchayati Raj institutions and in particular to suggest measures to be taken for:—
- (i) Strengthening of Zila Parishads, either by transferring Governmental authorities and functions or by withdrawing some of these at present vesting with Panchayat Samitis.
 - (ii) Making the Panchayats, Nyaya Panchayats and Panchayat Samitis viable units of development Administration and area planning agency.
 - (iii) Increasing the people's participation and involvement in the developmental programmes and democratic processes at various levels.

- (iv) Increasing the involvement of concerned departments in the developmental programmes implemented through Panchayati Raj Institutions.
 - (v) Making Panchayati Raj Institutions financially viable and to enable them to mobilise the local resources.
 - (vi) Giving a fillip to the Social amenities programme.
 - (vii) Ensuring better coordination between various functionnaries, institutions and departments directly or indirectly engaged in or connected with the Panchayati Raj Institutions.
 - (viii) Improving the working of Nyaya Panchayats.
 - (ix) Streamlining the Rajasthan Panchayat Samitis and Zila Parishads Service in general and Village Level Workers, Group Panchayat Secretaries and Teachers in particular with a view to make them more effective and useful instrument of Rural reconstruction.
 - (x) To suggest any other measure not covered under any of the above-referred heads, which may be considered conducive to the general growth of the Panchayati Raj Institutions and for making them more successful.
- (3) To propose amendments in the present legislation-Acts and Rules-which may bring about the various proposed improvements.
- (4) (a) To suggest measures regarding the redelimitation of Panchayat Raj Institutions after review of their present boundaries.
- (b) To suggest delegation of powers of hearing appeals under the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 and the Rajasthan Panchayat Act, 1953 at present vesting in the

State Government to lower level i. e. the Collector.

1.4 Even though the Committee had originally been constituted in November, 71, it could not make much headway upto May, 1972 due to various reasons, the Indo-Pak War resulting in the National Emergency also being one of them. After the visit of the High Power Committee to Gujarat in May, 1972 and the joining of Shri J. N. R. Gaur, as Member-Secretary of the High Power Committee in June, 1972, the work of the Committee was taken up in right earnest from June, 1972 and thereafter the Committee held 52 meetings lasting for 47 days (Annex. 4). The Committee after taking decisions on major issues also appointed a sub-committee from amongst its own members consisting of the Chairman, Development Commissioner, Director of Community Development and Panchayats and the Member-Secretary. This sub-Committee also held 10 meetings lasting for 10 days (Annex. 5). The Committee has also visited Maharashtra, Delhi and eight districts of Rajasthan (Annex. 6) and has met individually and collectively many officials and non-officials (Annex. 7). Besides, the Committee also prepared the detailed questionnaire (Annex. 1) and issued it to Ministers, Members of Parliament, Members of Legislative Assembly, Pramukhs, Pradhans, Chairmen of Nyaya Panchayats, a few selected Sarpanchas, important Political parties, some other prominent persons having interest in Panchayati-Raj, Secretaries to the Government, Heads of Department, Collectors, Addl. District Development Officers, Vikas Adhikaris, Training Centres and Service Associations. In all 4078 copies of questionnaire were issued. The response was quite encouraging and as many as 608 officials and non-officials sent replies to our questionnaire (Annex. 2) which have been tabulated (Annex. 3) and have been a source of enlightenment to the Committee on various issues. Besides, the information collected from the questionnaire, visits to various places, discussions with different persons as also amongst ourselves, the Committee has also drawn upon various information available in the Community Development and Panchayats Department. Even though besides Gujarat

and other states of the Country (as indicated in its terms of reference) to get a first hand knowledge of Panchayati Raj at various places, we felt that after gaining first hand knowledge from our visits to Gujarat and Maharashtra, the two states in the country, where Panchayati-Raj on the whole is functioning satisfactorily, and also to save substantial expenditure involved in such extensive tours, our visits to Andhra and other states could be dispensed with, which we did. It was however ensured that the relevant material on Panchayati Raj in Andhra Pradesh and some other states in the country is obtained and studied before formulating our opinion.

1.5 In view of the exceptional urgency of the matter, the committee decided to send an interim report on issues pertaining to Elections and composition of the three tiers of Panchayati-Raj and this Interim Report was sent to the Government on 29-10-1972. This interim Report with some subsequent modifications also now forms a part of the final report and is placed as third chapter of the Report. The various matters pertaining to Panchayati-Raj in Rajasthan have been classified into different chapters under the relevant heads and our recommendations are contained therein. A summary of the recommendations is also enclosed at the end of the Report.

1.6 The initial tenure of the High Power Committee after its reconstitution on 15-6-1972 was for four months. In view of the very comprehensive terms of its reference and a few other references received from the Government separately and the quantum of time and labour involved before finalising its recommendations on various issues, the Committee asked for a further extension upto June, 1973 which the Government was pleased to sanction vide their Order No. F. 5 (39) O&M/Gr. V/71 dated 6-2-73. The Committee feels happy to submit this report to the Government before the expiry of its extended term.

1.7 Shri J. N. R. Gaur besides being a member has also worked as Secretary of our Committee. The Committee wishes to place on record its deep sense of appreciation for the excellent work done by the Member-Secretary Shri I. N. R. Gaur. He not only ably, energetically and expedi-

tiously organised the entire secretarial work but his active and purposeful participation in the Committee's deliberations has also been immensely useful. The detailed notes prepared by Shri Gaur on various issues were most helpful in the Committee's deliberations. He has been closely associated with the functioning of Panchayati-Raj and Community Development in Rajasthan since 1965 and the depth of his knowledge of the subject and his personal faith and dedication to the cause of Democratic Decentralisation besides painstaking efforts have not only been of immense assistance but also a source of strength. The Committee is indeed grateful to Shri Gaur for his work.

1.8 We are also grateful to the Community Development and Panchayats department for rendering us necessary ministerial assistance from time to time. Shri Amar Behari Steno, Shri Bhaironlal and Shri Gopal Lal UDCs., Shri Nanag Ram LDC, Shri Harinarayan Saini Steno and Shri Anwar Ahmed Typist had also to work hard. The other staff of the Community Development and Panchayats Department in general and the Statistical Section under the guidance of Shri H. B. Saxena, Statistical Officer in particular, has also been drafted from time to time for Committee's work. The work of compilation and tabulation of the replies to questionnaire was done by the Statistical staff. The Committee expresses its grateful thanks to all such officials whose services were utilised in connection with the High Power Committee's work.

1.9 While all the members of the Committee wish to place on record their grateful thanks to the Chairman for his deep sense of understanding and appreciation of the different view-points and his own deep insight in the Panchayati-Raj, the Chairman also takes this opportunity to thank all the members for their valuable contribution in the deliberations of the Committee meetings as also the unstinted cooperation given by them throughout the tenure of the Committee. He is in particular, grateful to the Development Commissioner, Director of Community Development and Panchayats and the staff of the department for their co-operation throughout the working of the High Power Committee.

CHAPTER II

Concept of Community Development and Panchayati Raj

2.1 The Village Panchayat has been an institution existing from times immemorial in this country but under the British Rule, the Panchayats had become completely dormant. Their coming into being through Statutes has been comparatively of a recent origin. Panchayati Raj has been adopted almost throughout the country as a means of bringing about Community Development. The first seeds of Community Development Programme in India were sown on the basis of the recommendations of the Grow More Food Enquiry Committee headed by the late Shri V.T. Krishnamachari, which recommended that Food Production should form part of "a wider plan for development of village life in all its aspects" and that "the Administrative machinery of Government should be re-organised and equipped for the efficient discharge of the duties imposed on it under the new conception of India as a welfare State."¹ Community Development has been defined by various agencies/persons in different ways. The Cambridge Conference held in 1948 defined Community Development "as a movement designed to promote better living for the whole community with the active participation and if possible on the initiative of the Community. If this initiative is not forthcoming spontaneously, then by the use of the techniques for arousing and stimulating it in order to secure its active and enthusiastic response to the movement."² The definition of the Community Development given by the United Nations is that it is a "process by which the efforts of the people themselves are united with those of Governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the Nation and

1. Report of the Grow More Food Enquiry Committee 1952, Page 68-77.

2. Community Development in India, B. Mukerji, Page 1.

to enable them to contribute fully to national progress".¹ C.A.S. Hynam has stated that "Community Development is the utilisation under one co-ordinated programme of approaches and techniques which rely upon local communities as units of action to purposefully change living conditions by making use of all available resources."²

2.2 When the country became free in 1947 from British rule, the country's teeming millions were steeped in abject poverty, illiteracy squalour, ignorance, superstitions and social and economic disabilities. Both the magnitude of this problem as also the size of the country made the rural Community development through any centralised plan of action difficult. Our leaders therefore thought that no such effort to uplift the common man would succeed unless the common man himself is in some way involved in the process of his own development as also that of his Community. The framers of the Indian Constitution therefore provided the basic concept of Panchayati Raj in the Directive principles of State Policy and in Article 40 thereof laid down that "The State shall take steps to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government." It however took some time for the various states to take concrete steps in pursuance of this Constitutional provision.

सत्यमेव जयते

2.3 The Community Development Programme was initiated in the country in 1952. In 1957, a Committee on Plan Projects was appointed by the National Development Council which in turn further appointed a Study Team under the Chairmanship of late Shri Balwant Rai Mehta which recommended a three tier pattern of Panchayati Raj Institutions in the Country based on the philosophy of 'Democratic Decentralisation.' This recommendation was accepted by the National Development Council in 1959 which *inter-alia* decided that "while the broad pattern and the fundamentals may be uniform, there should not be any rigidity in the

1. Ibid—Page 1-2.

2. "Community Development. An example of conceptual confusion" (Page 4) A paper by C.A.S. Hynam, presented at the tenth annual meeting of Western Association of Sociologists and Anthropologists, Banff (Canada).

pattern. In fact, the Country is so large and Panchayati Raj is so complex a subject with far-reaching consequences, that there is the fullest scope of trying out various patterns and alternatives. What is most important is the genuine transfer of power to the people. If this is ensured, form and pattern may necessarily vary according to conditions prevailing in different States."

2.4 In pursuance of this decision taken by the National Development Council in 1959, our own State had the distinction of being the first in the whole country (alongwith Andhra Pradesh) to have launched upon Panchayati Raj on 2-10-59, which was inaugurated by the late Prime Minister Shri Jawahar Lal Nehru at Nagaur. At the time, the scheme of Democratic Decentralisation was initiated in Rajasthan, there was great enthusiasm for it both among officials and non-officials. Various other states infact were encouraged by the lead given by Rajasthan and enacted necessary laws for the purpose. To ensure sustained growth of Panchayati Raj Institutions in the state on right lines, various studies were undertaken from time to time in regard to growth of Panchayati Raj Institutions in different spheres of their activities. A Panchayati-Raj Study team under the chairmanship of Shri Sadiq Ali, the then Member of Parliament was appointed in 1962 which gave its comprehensive report to the Government in 1964. The Naik Committee (1963) and the Bhandari Committee (1969) also made valuable recommendations regarding Primary Education and the role of Panchayati Raj Institutions in this respect. Various studies have also been carried out by the Evaluation Organisation from time to time in specified spheres of the activities of Panchayati-Raj.

2.5 The experience of Democratic Decentralisation has been a mixed success in Rajasthan and to squarely face the facts, it can be said that Panchayati-Raj in Rajasthan is today receiving more brick-bats than bouquets. A Stage has come when it is patently clear that Panchayati-

1. Relevant proceedings of the meeting of National Development Council in 1959.

Raj while standing on the cross-roads has to now decide whether in future it has to take a leap forward towards its ultimate goal or the retrograde step of withering away or worse still continue in its present state of slumber and stagnation. While Panchayati Raj in Rajasthan has brought Administration closer to the people and has made the bureaucracy more responsive and responsible to people's aspirations and has also provided a permanent infrastructure wholly answerable for rural development, it is also a fact that failure to hold regular elections, paucity of funds and other reasons (which would be discussed in greater detail in the following chapters) have made these Institutions ineffective. Another reason for stagnation of Panchayati Raj is that "In many cases, there has been a gap between the emotional awareness of what is desirable, and a lack of willingness to act. If the working of the programme has not fulfilled the promise, the answer does not lie in scrapping it. You can't throw the baby with bath water. What is needed is a complete reassessment and an analysis of the experience, gained so far, so that the whole movement could be revitalised in the context of the setting in which it has to function." ¹

2.6 The time for a sincere introspection has, therefore arrived. The Committee views its own appointment as a manifestation of such an introspection. The Committee fully shares the Government's desire to overhaul Panchayati Raj in Rajasthan so that it will be a live, effective institution. The Committee has gone into the various issues in great detail and have benefited from the views of various officials and non-officials obtained either by personal or collective interviews or from replies to questionnaire. Our recommendations on various matters are contained in the following chapters. Even though the various conclusions arrived at, have been preceded by a sifting of the evidence before us and discussion of the pros and cons of various issues, the Committee has decided to keep its Report within reasonable physical dimensions. We do not want to send a very voluminous Report, the processing of which may take a long time. We, have therefore, given the rationale of our

1. "Whither Community Development" An article by Shri R.N. Haldipur "Community Development & Panchayati-Raj Digest—C.D. Week Special number"—Page 119.

conclusions briefly and at some places have enumerated only our conclusions, so that Government may be able promptly to take necessary decisions thereon. Brevity, (wherever it is possible) rather than bulk has been the guideline for the drafting of this Report.



CHAPTER III

Structure and Mode of Elections.¹

3.1 Last elections to the various Panchayati-Raj institutions in Rajasthan were held in 1964 when the tenure of Gram Panchayats, Panchayat Samitis & Zila Parishads was 3 years. There-after by various amendments in the Acts from time to time, the tenure was initially increased to 5 years and thereafter the Government's power of extending the term for a period of one year in aggregate was also raised to 3 years. The elections to these bodies which were thereafter due in 1967-68 have not been held till now and the extended tenure of the Gram Panchayats, Panchayat Samitis and Zila Parishads would now expire on 20-1-74, 7-2-74 and 25-2-74 respectively. While various reasons have been advanced for postponing in the past the elections to the various Panchayati-Raj bodies, these reasons have failed to carry conviction with the common man who points out that soon after the National emergency involving the Bangla Desh & Indo-Pak war, the general elections were held almost throughout the country. The overwhelming majority of persons whom the Committee met and interviewed was of the opinion that the postponement of elections to Panchayati-Raj bodies has resulted in widespread criticism in the public and has also shaken the faith of common man in Panchayati-Raj. After giving its most careful consideration, the Committee has come to the conclusion that amongst other reasons, the postponement of elections has by far been the most important factor in alienating the faith of the people from Panchayati-Raj.

3.2 *Size of Panchayats.*—Originally, Panchayats in Rajasthan were formed for a population of 3000 to 8000 but in 1960 under a major re-organisation, the Panchayats

1. An Interim Report was submitted to the Government by the High Power Committee on 29-10-72. This chapter is based on that Report.

were redelimited into smaller units having a population of 1500 to 2000. The Gram Panchayats are composed of five to twenty Panchas who and the Sarpanch are elected on the basis of secret ballot and direct adult franchise. During the course of its visit to various districts of Rajasthan and interviews with various persons, the majority opinion has been that the Gram Panchayats should be made bigger. The rationale for this is to make them financially viable. The Committee, however, feels that financial viability alone should not be the decisive factor for the size of a Gram Panchayat. Both economic viability and easy accessibility or both area and population should decide the size of a Panchayat. In the context of Rajasthan having substantial hilly, desert and other areas with sparse population, headquarters of bigger Panchayats may not be easily accessible from all the villages and this would act against the compactness and homogeneity of this basic unit of democratic decentralisation. Even otherwise the Panchayats formed in 1960 were redelimited on the basis of population of 1951 census and thereafter in 1961 and 1971 census, the population of Rajasthan has registered an average increase of 26.20 and 27.63 percent. It could, therefore, be safely assumed that the average population of 1500 to 2000 of the Gram Panchayats formed in 1960 should now have risen to nearly 2400 to 3200. The Panchayats have, therefore, already become bigger due to increased population and it would not be adviseable to increase either their area or population any more especially when this will ipso facto not guarantee even their financial viability. We also likewise do not subscribe to the view that the ideal of one-village-one Panchayat should somehow be achieved. With a break-through in the modern technology and means of transport and communication, the traditional village is no longer a self-sufficient entity and therefore, the slogan of one-village-one Panchayat, however ideal and catchy it may sound, can never be a practical preposition. We, therefore, recommend that generally statusquo may be maintained in regard to the size of Gram Panchayat. Marginal changes may, however, have to be made in the boundaries of some Panchayats keeping in view the factors of contiguity, area and one unit of Panchayat falling in a single Tehsil. We also wish to recommend that in desert,

hilly and other parts of Rajasthan with sparse population, one Panchayat may be formed in such a manner that its population may as far as practicable reside within a radius of 8 K. M. from the Panchayat headquarters. It would be necessary to reorganise some Panchayats in the sparsely populated areas on this basis, so that the easy accessibility and compactness of such units may not be seriously jeopardised.

3.3 *Size of Panchayat Samitis.*—In case of Panchayat Samitis, out of 232 in all, 167 Panchayat Samitis are coterminus with one or more Tehsils or one Tehsil is coterminus with more than one Panchayat Samiti. The re-delimitation of remaining 65 Panchayat Samitis in such a manner as to make them coterminus either with one or more tehsils (or conversely one Tehsil being coterminus with two or more of such 65 Panchayat Samitis) would be a very protracted and expensive process and therefore, we would not recommend this process to be taken up immediately but the Government should at least ensure that one Tehsil may consist of more than one Panchayat Samiti or vice versa but in no case the Tehsil or the Panchayat Samiti should be bifurcated by each other's boundaries.

3.4 *Composition of Panchayats.*—The elections of the Panchas and Sarpanchas at present are held on the basis of secret ballot and direct adult franchise. While this and the existing provisions regarding the number of Panchas of Panchayat (from 5 to 20) should continue, there is a need for reviewing the existing procedure of cooption. At present, representation of Scheduled Castes, Schedule Tribes and Women is ensured by cooption under certain circumstances. Cooption in fact is nothing but a corrosion and infringement of true democratic processes and the representatives of the Scheduled Castes, Schedule Tribes and women getting a place through cooption in the Panchayats, Panchayat Samitis or Zila Parishads are nothing but a creation of the generosity of members of these bodies and consequently their participation in the deliberations of such bodies is far from active or objective. The co-opted members, therefore, become 'yes men' of the major-

rity faction which coopts them and hardly represent the interest to which they belong. The Committee is of the opinion that these representatives should also be directly elected. We, therefore, recommend that like the elections to the Parliament and Legislative Assemblies, reserved constituencies may be formed for the Scheduled Castes and Scheduled Tribes representation. In the case of Gram Panchayat, one minimum seat for Scheduled Caste representative from a reserved ward may be provided, though more Scheduled Caste reserved wards may be formed on the basis of percentage of Scheduled Caste population to the total population of the Panchayat circle so that the percentage of the Scheduled Caste reserved Panchas to the total number of Panchas may be commensurate with the percentage of Scheduled Caste population to the total population of the Panchayat circle. In case of Scheduled Tribes' representation, the same principle (representation on the basis of the percentage of their population to the total population of Panchayat circle) may be adopted with the condition that there would be atleast one member of Scheduled Tribes in case the Scheduled Tribes population exceeds five percent of the total population of the Panchayat. In case of cooption of women Panchas, the existing provisions regarding coopting them will have to continue as no reserved wards/constituencies can be carved out for them. The directly elected members of the Panchayat Samiti should be *ex-officio* members of the Gram Panchayats concerned with no right of vote.

3.5 *Associate Membership.*—At present, provision regarding representation from Service Cooperative is contained in Section 4 of the Rajasthan Panchayat Act, 1953. The Committee recommends that these provisions may continue with the modification that the Presidents of all the Service Cooperatives functioning in the Panchayat area would participate as associate members only in the deliberations pertaining to Production Programme, with no right of vote.

3.6 *Composition of Panchayat Samitis.*—The Panchayat Samiti at present is composed of *ex-officio* (Sarpanchas of all the constituent Panchayats, Members of

Legislative Assembly and Sub-Divisional Officer) elected (representatives from the Gram Sabhas of Gramdan Villages) coopted (representatives of Scheduled Castes, Scheduled Tribes and women) and associate, (representatives of the Cooperatives) members. Regarding Scheduled Castes, Scheduled Tribes and Members of Legislative Assembly representation, we have separately made our recommendations. The Sub-Divisional Officer should continue to be an ex-officio member with no right to vote and women representatives also should continue to be coopted in the same manner as at present.

3.7 The Sarpanchas of all the constituent Panchayats are at present ex-officio members with full voting rights and can also be elected as a Pradhan. The ex-officio membership of Sarpanchas in the Panchayat Samiti was initially kept to provide an organic link between Panchayats and Panchayat Samiti. This organic inter-dependence of two bodies in close proximity is, however, a double-edged sword. While it could be argued that by providing a seat in higher body to the president of a lower body in an ex-officio manner, the Decentralisation pyramid tends to have a real grassroot base, it has also been borne out by experience that such a pyramid then becomes a play-ground of perpetual pulls and pressures of the lower body which usually run counter to the objective functioning of the higher body. All the Sarpanchas collectively having a majority vote in the Panchayat Samiti can then have a decisive say even against the valid aspirations of the Panchayat Samiti. We, therefore, feel that instead of the Sarpanchas automatically constituting the Panchayat Samiti, members to this body may be directly elected. One member may be directly elected from an area (within the Panchayat Samiti and where he resides) having a population of 7,000 to 10,000. The minimum number of such directly elected members in each Panchayat Samiti should be ten or so, so that in the Panchayat Samiti with sparse population, one person may be elected for a population of even less than 7000. This would also substantially reduce the total membership of the Panchayat Samiti. This is necessary because we would separately recommend that with the stronger Zila Parishad (with planning, delibera-

tive and executive functions), the Panchayat Samiti under the new pattern should be basically an executive agency of the Zila Parishad and, therefore, the more compact Panchayat Samiti would be able to execute the various schemes and works etc., better and more expeditiously.

Such directly elected members of the Panchayat Samiti, however, should be ex-officio members of the Gram Panchayats falling in the area which elected them. They should however have no voting right in the Gram Panchayat. Suitable provision should be made to ensure a reasonable attendance by them in the various concerned Panchayats.

3.8 Regarding the representation of Scheduled Castes and Scheduled tribes on the basis of reasons already assigned in case of the composition of Gram Panchayat, (which need not be repeated here) instead of the cooption procedure, we recommend that a minimum of one Scheduled Caste person should be elected from the reserved constituency having the highest percentage of the population in the Panchayat Samiti Circle. Scheduled caste persons would, however, have to be elected from reserved constituencies in such a way that their ratio to the total membership of the Panchayat Samiti may be commensurate with the percentage of Scheduled caste population to the total population of the Panchayat Samiti. A similar provision should also apply in case of Scheduled Tribes with the additional condition that at least one Scheduled Tribes member would be elected in case the Scheduled Tribes population exceeds 5 per cent of the total population of the Panchayat Samiti.

3.9 Since the seat of effective power is proposed to be shifted from Panchayat Samiti to the Zila Parishad, it is only natural that a stronger body should have a bigger popular base. We, therefore, also recommend that representation on the basis of direct elections should be provided in the Zila Parishad as well. One person may, therefore, be elected from an area of 35,000 population or so (but in no case less than 3 persons from every constituent Panchayat Samiti) who would be a member of the Zila Parishad and would also become an ex-officio member

of the Panchayat Samiti. This arrangement while providing for greater direct representation in the Zila Parishad, would also organically link Zila Parishad and the Panchayat Samiti and the Panchayat Samiti would also now be constituted of members the majority of whom would be directly elected.

3.10 Regarding representation from the Gram Sabhas of Gramdani Villages, the Committee after giving its careful consideration recommends that this representation may be done away with. This would be in line with our recommendation that the Sarpanchas' ex-officio membership in the Panchayat Samiti may be done away with.

3.11 Regarding Associate members, instead of taking three representatives from different categories of cooperative societies functioning in a block, the Committee feels that amongst many other reasons, in the interest of compactness, (the proposed Panchayat Samiti would now have only nearly 18 members besides the representatives from the cooperatives) of the Panchayat Samiti, only one representative of the Cooperatives may be taken on the Panchayat Samiti. This may be done by a resolution of the Panchayat Samiti nominating one president of any Cooperative Society (Service cooperative, Marketing Cooperative or any other cooperative society functioning in the Block) representing the cooperative sector who would be an associate member of the Panchayat Samiti with no voting right.

3.12 In many districts of Rajasthan the Krishi Upaj Mandi also plays an important role in the sphere of Agriculture Production. To ensure a better co-ordination between such Mandi Committees and the Panchayat Samitis, we also recommend that the Chairman of the Krishi Upaj Mandi Samiti or one of the Chairmen of such Mandi Samitis operating within a Panchayat Samiti area may also be nominated by a resolution of the Panchayat Samiti and such nominated Chairman would then be an Associate member of the Panchayat Samiti with no voting right.

3.13 *Composition of Zila Parishad.* The pattern of the constitution of any Institution has always a direct bearing

on its functioning. Under the present scheme of democratic decentralisation, the first tier of Zila Parishad was never stipulated to be strong and it was expected to function merely as a co-ordinating and supervisory body with effective seat of power remaining with the middle tier i.e. Panchayat Samiti. In actual practice, however, the Zila Parishad, has not been able to fulfil even its supervisory role and has, much against its wish; been relegated to the background. We have decided to recommend a much stronger Zila Parishad. This passing reference to the proposed stronger Zila Parishad is relevant in the context of new composition of the Zila Parishad that we are now proposing. As stated elsewhere also, a stronger body must have a bigger popular base and, therefore, we recommend that one person from an area having a population of 35,000 or so (but atleast three members from each constituent Panchayat Samiti) may be directly elected to the Zila Parishad. This member would also be an ex-officio member of the Panchayat Samiti in whose area his constituency falls. Alongwith these three representatives of the Panchayat Samiti, the Pradhans of the Panchayat Samiti should also be ex-officio members of the Zila Parishad with full voting rights. The rationale of making Pradhan an ex-officio member of the Zila Parishad with full voting right while denying a similar facility to the Sarpanch for his membership in the Panchayat Samiti may be questioned. The obvious difference between these two arrangements, however, lies in the entirely different relationship between Panchayat Samiti and Zila Parishad on the one hand and Gram Panchayat and Panchayat Samiti on the other. The Zila Parishad would now be a planning, deliberative and executive body for selection of schemes and their location as also for allotment of funds. The Panchayat Samiti would be its executive agency. To ensure a smooth coordination between planning and implementation, it is necessary that the Head of the constituent Panchayat Samiti also participates in the deliberations of the Zila Parishad at the planning and deliberative levels and should also be able to record dissent, if necessary. The danger of his individually or all the Pradhans collectively applying pulls and pressures would however be counter-balanced by each Pradhan being out-numbered and thus out-weighted by three directly elected representatives from his own Panchayat Samiti. However,

In the case of Gram Panchayat, since it would not be the basic executive unit, all that the Panchayat Samiti would need is a representation of the urges and aspirations of the Gram Panchayat area which would be adequately achieved by the persons coming through direct election. We have however earlier recommended an organic linking of Gram Panchayat also by a reverse representation of the directly elected members of the Panchayat Samiti being made ex-officio members of the Gram Panchayats of the area which elected them.

3.14 Regarding reservations for scheduled castes and Scheduled Tribes, similar procedure should be adopted as already recommended in the case of Panchayat and Panchayat Samiti. As far as the co-option of two women members is concerned, the existing provision as contained in Section 42 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 may continue. The members of Legislative Assembly and members of Parliament as discussed separately, may continue to remain members of the Zila Parishad but with neither voting right nor a right to hold office.

3.15 The ex-officio membership of the District Development Officer with no right to vote would now have to be given a fresh look. The Chief Executive Officer would now be in-charge of all the development work in the district. He while being responsible to the Zila Parishad would co-ordinate and control the concerned District Level Officers and the official hierarchy down below. With such formal separation of developmental and revenue administration, the present association of the Collector and District Magistrate (who would then no longer be District Development Officer) with the Zila Parishad may apparently appear to be superfluous. We are, however, of the view that the Collector's role in the district would still continue to be vital and he being the "Ears and Eyes of the Government" would still have a important role to play through his membership in the Zila Parishad. Even in the actual implementation of various development Schemes, coordination with revenue agency becomes frequently necessary. Besides, while no longer being directly responsible in the rural development of the district, as Collector of Land Revenue and as District Magistrate also, it would be quite useful and educative for the Collector himself to know at first hand the

goings-on in the Zila Parishad deliberations. He would also thereby become more responsive to the aspirations of the people's representatives. We, therefore, feel that his ex-officio and non-voting membership of the Zila Parishad may continue.

3.16 Regarding representation from the Cooperatives, the Committee recommends that following provisions should be made in place of existing provisions as contained in Section 42 of the Rajasthan Panchayat Samitis & Zila Parishads Act, 1959.

1. The President of the Central Cooperative Bank in the district or where there is no such Bank, of the Central Cooperative Bank serving the district;

Proviso No. 1 and Proviso No. 2 of Section 42 (V) should continue;

2. The Chairman of the Primary Land Development Bank.
3. In case there are more than one Bank in the district in any of the above two categories, the Zila Parishad may nominate the President of any of such Banks to be an associate member of Zila Parishad with no voting right.

3.17 At the Panchayat Samiti level, Members of Legislative Assembly are at present ex-officio members with voting rights but they are not entitled to be elected as Pradhan. At the Zila Parishad level, both Members of Legislative Assembly and Members of Parliament are ex-officio members with voting rights and can also be elected as Pramukh. The association of Members of Legislative Assembly and Members of Parliament with the Panchayati-Raj Institutions, has always been a controversial issue and apparently valid and competitive reasons both in favour and against their association have been advanced. The protagonists of the association of Members of Legislative Assembly and Members of Parliament hold that their association improves the quality and standard of deliberations in these bodies and to that extent the decisions taken

by these institutions are more conducive to the overall development of the community. Members of Legislative Assembly and Members of Parliament by this process also serve as a useful link between these local development bodies and the legislature. The critics of this arrangement are of the view that their membership in these institutions act like a Banyan tree under whose overwhelming shadow no other sapling can grow. The past experience of any arrangement should serve as a guide-line for future course of action. Experience has shown that the M.Ps. have generally not taken much interest in the functioning of Zila Parishads and the M.L.As also have wittingly or un-wittingly been used as a focal point around which the factional politics has gravitated. With the ever-increasing work of Legislature/Parliament and the ancilliary Committees, the M.L.As/M.Ps are also always short of time and energy required to do justice to their present full-fledged membership of these Panchayati Raj bodies. More importantly, their participation in the Panchayat Samiti and Zila Parishad has curbed the growth of local leadership. The committee had also the benefit of Maharashtra's experience in this regard where M.L.As and M.Ps have been completely disassociated from Panchayati Raj institutions mainly on the ground that their area of operation being different from that of the Panchayati Raj institutions, the later should be allowed to function with greater independence so that new grassroot leadership could grow. It was both significant and heartening to hear in Maharashtra that the relevant Section of the Maharashtra Zila Parishads and Panchayat Samitis Act, 1961 which completely disassociated M.L.As and M.Ps from these institutions was passed by the legislature unanimously. The majority opinion of persons whom the Committee met and heard is also in favour of the disassociation of M.Ps and M.L.As from these bodies. After giving most careful consideration to this important issue, we are of the view that in Rajasthan we may adopt a mid-way between the two extremes being now practiced here and in Maharashtra, by keeping M.L.As and M.Ps as members of these institutions with neither voting right nor a right to hold any office. This would mean that in Panchayat Samitis the M.L.As and in Zila Parishads both M.L.As. and M.Ps. would continue to be members with neither voting right nor a right to hold any office. The Committee is of the considered view that by

this arrangement the M.L.As and M.Ps would not only have the necessary detachment from local factionalism and groupism (usually pulling in different directions much to the detriment of development work) but would also thereby inspire greater confidence and respect amongst other members. Representing a higher body with entirely different functions, the M.L.As and M.Ps, we are convinced; should in the interest of spontaneous growth of local leadership and of their own image in Panchayati Raj institutions, display a harmonious blend of involvement and aloofness. This, however, would not be possible in case they are full-fledged members with voting rights.

3.18 We also recommend that it is only fair that the M.L.As or M.Ps should be free to choose between their current legislative office and the executive office in the Panchayat Samiti or the Zila Parishad. They should therefore be free to contest a direct election for the membership of either Zila Parishad or Panchayat Samiti but on being elected as such and within one month of the completion of election of the Pramukh the concerned M.L.A. or M.P. would then have to resign his membership of legislature or Parliament as the case may be, otherwise he will not continue and cease to be an elected member of Zila Parishad or Panchayat Samiti. We are making this recommendation to clearly emphasise that the doors of active involvement in the functioning of Panchayati Raj bodies should not be permanently closed for the M.L.As and M.Ps but they would have to choose between the executive or the legislative functions at any given time.

3.19 The Committee also recommends that a District Planning Board consisting of the Divisional Commissioner (the post which the Committee is separately recommending to be revived) as deputy Chairman and M.L.As, M.Ps, Pramukh and other Selected experts and otherwise suitable individuals from various spheres interested in development of the district and concerned officers like Collector and Chief Executive Officer as members may be constituted under the chairmanship of a Minister who may be made incharge of a particular district by the State Government. This Board should examine and scrutinise the Annual Plan prepared by Zila Parishad and append their comments before its onward transmission to the Government. The Government also in turn should give due weightage to these comments before taking a final

decision on the proposals of the Zila Parishad. The Collector should act as Member-Secretary of this Board. The Board would examine not only the programmes regarding rural development of the district but also for urban development as also various schemes falling in the State sector whether pertaining to rural or urban areas, thus ensuring that development of the District will be co-ordinated in all aspects.

3.20 *Election of the Sarpanch, Up-Sarpanch, Pradhan, Up-Pradhan, Pramukh, & Up-Pramukh.*—The Sarpanch may continue to be elected directly by all adult voters of the area. The Up-Sarpanch may also be elected as at present by the members of the Gram Panchayat. In case of the Pradhan, he is at present elected by specified members of the Panchayat Samiti, specified Panchas of the constituent Panchayats and Presidents of all the Gram Sabhas of the gramdani villages in the Block. This amendment in the original provisions of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 was made to make the electoral college of the Pradhan more broadbased. With majority of the members of Panchayat Samiti under the new pattern now to be directly elected, we are of the view that Pradhan may now be elected only by the voting members of the Panchayat Samiti from amongst themselves. The Up-pradhan would also likewise be elected by the members of the Panchayat Samiti who have voting rights. As a corollary, we also recommend that Pramukh should also now be elected by only those members of the Zila Parishad (who have voting right) from amongst themselves and the present broadbased electoral college of the Pramukh should be done away with. The Up-Pramukh also should likewise be elected by the same procedure as in the case of the Pramukh.

3.21 To ensure against the gradual, un-obtrusive but designed and deliberate attempt to perpetuate one's individual powers in these institutions, the Committee also recommends that the Pramukh, Up-Pramukh and all other office-bearers of the Zila Parishad (Chairmen of various Standing Committees) as also the Pradhan and Up-Pradhan of the Panchayat Samiti should be debarred from holding ~~any office for more~~ more than either two consecutive terms or

a total period of ten years whichever is earlier and after this period, the concerned person should be debarred from holding such office for all times. The implementation of this recommendation would have far-reaching effect and would boost the inflow of fresh blood in the various elected offices of these institutions.

3.22 *Standing Committees.*— In the Panchayat Samiti, there are at present 4 Standing Committees for specified groups of subjects, and the 5th Standing Committee could also be constituted. Every Standing Committee consists of 7 members out of whom 5 will be elected from amongst the members of the Panchayat Samiti and 2 will be coopted. Under the new pattern, the main function of the Panchayat Samiti would be execution and the administrative control of officials and allotment of funds etc. is proposed to be transferred to the District Level. Besides, the meetings of so many Committees have involved lot of expenditure on T.A. and D.A. and some times these bodies have also been found to be working at cross-purposes. The Committee, therefore recommends that at the Panchayat Samiti level there should henceforth be only one Standing Committee which should be known as “EXECUTIVE COMMITTEE”. It should consist of 7 members (Five members elected from amongst the members of Panchayat Samiti with voting rights) including Pradhan and Up-pradhan as its ex-officio Chairman and Vice-Chairman. The term of this Executive Committee should be 5 years but every year, three members of the Committee should retire by rotation. But in order to ensure that timely elections are held every year to fill the vacancies arising out of the rotational retirement, the Committee recommends that it may be specifically laid down that the Executive Committee would not be able to meet and transact business without a regular re-constitution every year. The Executive Committee should meet atleast once in a month and would exercise all the powers and functions as delegated from time to time by the Panchayat Samiti. The provision of one single Committee instead of the present five Committees would not only be economical but would also ensure a smoother and expeditious execution of various schemes.

3.23 At the Zila Parsihad level, in view of much stronger Zila Parishad of the future, there should be four

Standing Committees and one Executive Committee. While the Executive Committee will look after Administration, Finance and Taxation with the Pramukh as its ex-officio Chairman and six other members, elected from amongst the members of the Zila Parishad with voting rights the four Standing Committees should be constituted for the following groups of subjects:—

1. *Production*.—This Standing Committee would look after matters pertaining to Agriculture, Animal Husbandry, Co-operation, Cottage Industries, operational aspects of Irrigation & Rural electrification etc., and allied subjects.
2. *Education*.—This Committee would look after matters pertaining to Education including Social Education.
3. *Social Welfare*.—This Committee would look after Health and Sanitation, Family Planning, Gramdan, Social Welfare, Backward Classes, Scheduled Castes, Scheduled Tribes, Welfare of weaker sections and backward areas and any other allied subjects concerning the welfare of the community.
4. *Works*.—This Committee would look after matters pertaining to Irrigation, Buildings & Roads, Public Health Engineering including Rural Water Supply and other allied subjects.

3.24 All these Standing Committees would consist of 3 to 7 members (as may be decided by the Zila Parishad) elected from amongst the members of Zila Parishad with voting right except that the Production Standing Committee would consist of 3 to 6 such elected members with Up-Pramukh as its ex-officio Chairman.

3.25 Regarding the re-constitution of the Standing Committees and the Executive Committee, the same procedure

as recommended in the case of the Executive Committee of the Panchayat Samiti should apply.

3.26 *Stages of Elections:*—In the new pattern of elections we are proposing, four ballot boxes would have to be kept to be used simultaneously by the voter. He would be casting his vote for the Panch, Sarpanch, Member of the Panchayat Samiti and Member of the Zila Parishad. Thereafter the cooption of women representatives the election of Pramukh, Up-Pramukh, Pradhan and Up-Pradhan and nomination of cooperative and Krishi Upaj Mandi Samiti representatives should be completed under a time bound schedule.

3.27 *No Confidence Motion.*—In case of Sarpanch, the no-confidence motion can be passed by $\frac{3}{4}$ of the total number of the specified Panchas and in case of Up-Sarpanch it could be passed by a simple majority of total number of such Panchas. In case of the first no-confidence motion against Pradhan, $\frac{2}{3}$ majority of the total number of members of Panchayat Samiti is needed before it could be carried. In case of subsequent no-confidence motion, a simple majority of the total electoral college (which elected the Pradhan) is needed. In case of first no-confidence motion against Up-Pradhan, $\frac{2}{3}$ majority of the total number of members of the Panchayat Samiti is required. A simple majority of such members of the Panchayat Samiti would be sufficient to carry a second no-confidence motion against him. Similar provisions exist for no-confidence motion against the Pramukh and the Up-Pramukh. With the proposed shrunken electoral college of the Pradhan and Pramukh, the no-confidence motion should also now be passed only by the voting members of the Panchayat Samiti or the Zila Parishad both in the case of Pradhan/Up-Pradhan and Pramukh/Up-Pramukh respectively. Regarding the existing provision of $\frac{2}{3}$ and $\frac{3}{4}$ majority required in the first and subsequent no-confidence motion against the Pradhan and the Pramukh and the $\frac{3}{4}$ majority required in the case of Sarpanch, the Committee feels that it provides undue security to these posts. An optimum blend between adequate security and easy removeability of such office bearers of these institutions would alone provide an unbuilt, mechanism against excessive security of such elected persons. We, therefore, recommend

that after their election, the Sarpanch, Up-Sarpanch, Pradhan Up-Pradhan, Pramukh and Up-Pramukh should be free from the ever-hanging Democle's sword of no-confidence motion for atleast one year. This would provide sufficient time for them to settle down for concrete work and to justify the confidence reposed by the electorate. After one year, the Pradhan, Up-Pradhan, Pramukh and Up-Pramukh should be removeable by a no-confidence motion passed against them by a simple majority of the voting members of the Panchayat Samitis or the Zila Parishad as the case may be. In case of the Sarpanch, he should be removeable by 2/3 majority of voting Panchas instead of 3/4 majority required at present. The Up-Sarpanch should be removeable by a no-confidence motion carried by a simple majority of total number of such Panchas.

3.28 It should be further laid down that in event of such no-confidence motion being lost against any of such elected office bearers of these bodies, no subsequent no-confidence motion can be moved against these persons for atleast 6 months after the unsuccessful no-confidence motion. This would serve as a check against persistent with hunting on the part of some members of these bodies who have more vested rather than representative interests.

3.29 (1) Necessary provision may be added in the sections pertaining to the cessation of membership providing that the Members of Legislative Assembly or Members of Parliament as the case may be, would not continue and cease to be an elected member of Zila Parishad or Panchayat Samiti as the case may be unless he resigns his membership of legislature or Parliament, within one month of the election of Pramukh. This has been discussed in greater detail while dealing with the question of association of Members of Legislative Assembly and Members of Parliament in Panchayati-Raj Institutions.

(2) In Section 16(a) (cc) of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959, instead of the words "Adhyayan Kendra" the words "Training Course as prescribed by the State Government" may be substituted and a similar provision may also be made in the Rajasthan Panchayat Act, 1953.

In the same sub-section instead of the word "thrice" the words "five times" may also be substituted and similar provision may also be made in Rajasthan Panchayat Act, 1953.

3.30 *Tenure*.—Under Section 7 (1) of the Rajasthan Panchayat Act, 1953 and Sections 14(1) and 46(1) of the Rajasthan Panchayat Samitis & Zila Parishads Act, 1959 the tenure of Gram Panchayats, Panchayat Samitis and Zila Parishads respectively was initially for 3 years. But thereafter on the basis of Economy Committee's recommendations this tenure was raised to 5 years. Also under the provisos to the aforesaid sections, the State Government had powers to extend from time to time the tenure of these Panchayati-Raj Institutions for a period not exceeding one year in aggregate. Due to various reasons including the then prevailing scarcity and famine conditions, the State Government's powers for extending tenure of all the three tiers would now expire on 20-1-1974, 7-2-1974 and 25-2-1974 for Gram Panchayat, Panchayat Samiti and Zila Parishad respectively.

3.31 Before making any recommendation regarding the tenure of the three tiers of Panchayati-Raj, we want to point out emphatically that elections should now be held without further delay and the tenure of these bodies should in no case be extended again. The importance of this recommendation would be further reflected by the fact that the Committee has sent an interim report to the Government about this and other collateral issues. As already pointed out in the opening remarks, the persistent postponement of elections from one year to another has not only brought disrepute and ridicule to the Panchayati-Raj institutions, but it has also thrown these bodies into a state of slumber, inertia and indifference. The people's representatives themselves have complained that their esteem in the eyes of the people has reached a low ebb simply because they have not faced the electorate for such a long time. Timely elections, by ensuring an inflow of fresh blood and elimination of the dead-wood at regular intervals serve as a deterrent to the decline of Panchayati-Raj. We would, therefore, also recommend that the calendar of elections should be unalterable and should not be subject to the discretion or whims of the Executive. It should be made mandatory for the Government to honour scrupulously the tenure of these bodies and timely elections should always be held.

Regarding the tenure for these bodies, overwhelming opinion received by the Committee is in favour of 5 years. We also hold the same view. In Andhra Pradesh, Gujrat, Haryana, Kerala, Madhya Pradesh, Punjab, Tamilnadu, Uttar Pradesh, Manipur and Tripura also the tenure of these institutions is 5 years. The initial tenure of 3 years of Panchayati-Raj institutions in Rajasthan was obviously too short and hence was rightly increased to 5 years. The 5 years tenure is neither too long nor too short and affords reasonable time to the elected representatives to settle down for concrete and constructive work as also to enable them to face the electorate after a reasonable period to get a fresh mandate. We do not subscribe to the recommendations of the Sadiq Ali Committee for fixing the tenure of these bodies at 4 years. In fact, the recommendation now we are making has already been implemented by the Government.

3.32 While the unalterability and rigid adherence of the tenure of Panchayati Raj institutions should be ensured, the Committee would also prefer if the State Governments power to extend this tenure is completely done away with. This, in fact, has served as the backdoor through which the executive can sneak and snatch and thereby deny the legitimate right of the people to choose their representatives after a specified interval. It could be argued that the State Governments power to extend the tenure exists in the very body of the Acts but the spirit of legislation obviously warrants the exercise of this power only as an exception rather than a rule. In the event of Government deciding to retain these powers, the Committee feels that it should then be specifically laid down in the body of the Acts that except in most compelling circumstances like National Emergency, the State Government would not resort to this power. To quote Sydney J. Harris "Democracy is the only system that persists in asking the Powers That Be whether they are the Powers That Ought to Be". This applies with much greater force in case of the decentralised democracy and therefore the common mans' right of intermittently testing the usefulness of his representatives through ballot should not be denied.

3.33. Besides the tenure, there are divergent opinions regarding the timing of Panchayati-Raj elections. While, as

already stated above, the elections must now be held without further delay, in case of subsequent elections, one shade of opinion is that these elections should be held simultaneously with the general elections. Synchronising Panchayati-Raj elections with the general elections would undoubtedly reduce expenses of the Government as also political parties, but it is also true that while elections to the Parliament and Legislative Assembly are fought on the basis of political ideologies and national issues and policies, elections to Panchayati-Raj bodies are basically fought on either individual merit or local considerations like caste, inter-village rivalry, minor complaints etc. The simultaneous holding of Panchayati-Raj and general elections is therefore pregnant with the danger of local and petty considerations effecting the Parliamentary and Assembly elections as well which otherwise should be fought on the basis of larger issues. Even otherwise, since the possibility of mid-term elections both at Centre and the State level cannot be completely ruled out in future, it is no use to unnecessarily tie Panchayati-Raj elections with General elections.

CHAPTER IV

Powers and Functions of Panchayati-Raj Institutions and Transferred Schemes

4.1 The main functions and powers of various tiers of Panchayati-Raj in Rajasthan have been indicated in the Rajasthan Panchayat Act, 1953, Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 and the various rules made thereunder. It is a long list of the decentralised powers which need not be recounted. In the present set-up of decentralised powers, the Panchayat Samiti emerges as the strongest tier. The Committee after detailed consideration of this issue has come to the conclusion that if Panchayati-Raj is to be revitalised, the first instead of the middle tier should be the strongest. The theory of block as the viable unit of developmental administration has not stood the test of time and it has now been accepted by many that the district is the unit which could be considered to be administratively and financially viable for the developmental administration. It is also the level which is neither too near nor too far from the common man and hence provides a harmonious blend of objectivity and realism. While the State Headquarters are obviously too far away and therefore are sometimes oblivious of the magnitude of the problems of all particular area, the Panchayat Samiti perhaps being in too close a proximity of the common man is subject as also susceptible to extraneous pressures which sometimes render an objective assessment by the Panchayat Samiti difficult. Better and more enlightened leadership and better expertise and technical know-how is also available at the district level. We therefore, in the following paragraphs are recommending a set-up whereby the hitherto ineffective nay, almost superficial Zila Parishad should now become the strongest body and Panchayat Samiti would now remain basically as an executive agency of Zila Parishad but not inert. In case of various powers and functions of Panchayat Samitis and Panchayats, the Committee has followed the concept of "Catchment Area" which in ordinary terminology would mean the assigning of such powers and functions to a body which

should naturally flow towards that body and which the body could easily absorb.

4.2 The Committee also wishes to point out that Powers, Resources and Responsibility of various tiers of Panchayati-Raj should not be visualised or exercised in isolation but all these three should ultimately converge to achieve the higher goal to revitalising Panchayati-Raj. The Committee makes the following recommendations in this regard:—

4.3 *Zila Parishad*.—The process of strengthening Zila Parishad would involve further decentralisation of powers and functions of the State to the Zila Parishad as also transfer of some of the existing functions of Panchayat Samitis to the Zila Parishads. Following recommendations are made:—

A--Production Sector

4.4 *Agricultures*.—All schemes at the district level and in the rural area in the sphere of Agriculture (excluding seed multiplication farm and the quality control of seed) should be transferred to the Zila Parishad. These schemes should also include all the Centrally Sponsored Schemes. The District Agriculture Officer along with his staff should be transferred under the administrative control of Zila Parishad.

4.5 *"Special Schemes"*.—A number of Special Schemes are being executed by various departments through specialised agencies like Corporations/ Companies / Authority etc. with institutional finances. It is desirable that full coordination should be established between the Zila Parishad and these agencies and the recommendations of the Zila Parishad should be given due consideration by these agencies. Representatives of the Zila Parishad may be represented on these agencies to the extent possible. In cases where the State Government finds it feasible, it should consider the transfer of the schemes to the Zila Parishad. The role of the Collector in respect of such schemes undertaken in his capacity as District Development Officer should be transferred to the Chief Executive Officer

4.6 *Animal Husbandry*.—All schemes at the district level and in the rural area pertaining to Animal Husbandry (including

poultry, fishery, piggery and milk supply etc.) should be transferred to Zila Parishad. The district Animal Husbandry Officer along with his staff should also be transferred under the administrative control of Zila Parishad. The following schemes may, however, not be transferred to the Zila Parishad for various obvious reasons :—

- (i) Preventive inoculation which at present is done by Mobile units which are on a constant move from one district to another.
- (ii) Class I hospitals should remain in the State Sector. Class II hospitals can however be transferred to Zila Parishad.
- (iii) The Cattle breeding farms should not be transferred because they cover more than one district.
- (iv) While the organisation of the artificial insemination (A. I. Centres etc.) should remain in the State sector, the actual work of artificial insemination should be transferred to the Zila Parishad.
- (v) Cooperative Milk Supply Scheme may remain in the State sector.

4.7 The main criterion in case of all schemes to be transferred to Zila Parishad should be that such schemes which are assisted by World Bank or other international institutional financing agencies or by the Government of India or the State Government and cover more than one district should not be transferred to Zila Parishad.

In case of Crash Scheme for Rural Employment, the Committee feels that the Chief Executive Officer should be entrusted with the implementation of this scheme and Zila Parishad should sanction the various schemes. Since it is a wholly centrally sponsored scheme, the State Government, if necessary, may approach the Government of India for getting approval for this modification in the implementation process.

4.8 *Forests.*—Similarly all schemes/activities relating to the forests at the district level and in the rural areas should be

transferred to the Zila Parishad. The district level Forest Officer alongwith his staff may also be transferred under the administrative control of the Zila Parishad.

4.9 Regarding the various forest schemes, a Working Plan is prepared by Forest Department which is a sort of whitepaper for the perspective planning of forest development of a particular area. To ensure the sanctity of such working plan the committee also recommends that if such a plan is proposed to be modified, the concurrence of Chief Conservator of Forests will have to be obtained by the Chief Executive Officer.

4.10 The Committee has also taken note of the Nationalisation of the Tendu leaves and the Zila Parishads may fruitfully be associated with their auction and may be given a 10% share of the revenue which would in turn be rateably distributed by Zila Parishads amongst various Panchayat Samitis, according to the area covered by forests in each Panchayat Samiti.

4.11 *Small Scale/Cottage Industries and Khadi and Village Industries.*--The Zila Parishad would basically play a promotional role in this sphere as the role of District Industries Officer, even at present is quite limited and the functions assigned to the Panchayat Samitis in this regard under the Schedule appended to Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 should now be entrusted to the Zila Parishad as would be the case in case of other departments also whose district level functions would be transferred to the Zila Parishad.

4.12 The District Industries Officer should be transferred under the administrative control of Zila Parishad. Schemes /activities pertaining to manufacturing of salt may also be transferred to Zila Parishad.

B-Servicing Sector.

4.13 *Cooperation:*—The promotional and supervisory role of the Zila Parishad in the Cooperative Sector in

the district would be ensured by the transfer of the administrative control of Assistant Registrar of Co-operative Societies along with his staff in the Zila Parishad.

4.14. *P. W. D. (Buildings & Roads)*:—All works (excluding the State and National High Ways) involving an expenditure upto Rs. 5 lacs as also which fall within one district should be transferred to the Zila Parishad. The administrative control of the Executive Engineer (B & R.) incharge of the district (or the Asstl. Engineer if the Executive Engineer looks after more than one district) should also be transferred under the administrative control of Zila Parishad.

4.15. *Irrigation*:—All minor and medium irrigation works irrespective of the cost involved but which fall within one district should be transferred to the Zila Parishad. The Executive Engineer Irrigation or the Assistant Engineer 'Irrigation' (if there is no Executive Engineer in that district) should also be transferred under the administrative control of Zila Parishad.

4.16. *Power*.—Rajasthan State Electricity Board being an autonomous corporation cannot be made answerable to the Zila Parishad in the same way as other Government departments. However, the District Level Officers of the Board should be made to regularly attend the meetings of the Zila Parishads so that the institutional participation of the Zila Parishad in the planning of the various schemes etc., may be ensured and implemented. This could be ensured if the recommendations of the Zila Parishads' Production Committee regarding rural electrification are, by convention, normally accepted and implemented and priorities laid down by the Production Committee in this regard are also be followed by the Board.

4.17. The representatives of other State Corporations and autonomous Boards concerned with rural development like Agro Industries Corporation should likewise regularly attend the meetings of the Zila Parishad for the benefit of all concerned.

4.18 *Social Welfare Department*:—All activities of the Social Welfare Department at district level and in the rural areas (including the centrally sponsored schemes) should be transferred to the Zila Parishad alongwith the administrative control of the District Social Welfare Officer and his staff.

4.19 *Medical & Health*.—Primary Health Centre, Maternity and Child Welfare, Family Planning, Ayurvedic dispensaries, other health programmes, Nutrition programmes and rural dispensaries should be transferred to the Zila Parishad. T. B., Mental and Lazarto hospitals however, should not be transferred even though they are located in the rural area. Similarly the hospitals located within the municipal limits should also not be transferred to Zila Parishad. Also Drinking Water Supply involving an expenditure upto 5 lacs may be transferred to Zila Parishad.

4.20 The Assistant Engineers of the Public Health Engineering Departments at the district level, the District Family Planning Officer, the District Inspector Ayurvedic and D. M. H. O. for rural areas should be transferred to the Zila Parishad.

4.21 *Education*:—All activities in the sphere of primary and middle education should be transferred to the Zila Parishad. The Inspector of Schools along with his staff and the middle school teachers would also have to be transferred under the administrative control of Zila Parishad (in respect of primary and middle education). It may however be ensured that if a particular district does not justify a full-fledged Inspector of Schools, then a District Education Officer's post may be created for rural areas but as recommended elsewhere the transfer of this officer or the officers of other concerned departments must be done wholly and they shall not be responsible both to the Zila Parishad and the State sector at the same time.

4.22 The Committee also recommends that the Government may wherever feasible also give statutory powers

of inspection/appeals etc. to the Chief Executive Officer in case of various concerned development departments where such powers have already been delegated to vest in the district level officers/Heads of Department.

Following proposals are also made to further strengthen the Zila Parishads:—

4.23 (1) The Zila Parishad should be the allotting authority of all funds (Loans, Grants, Subsidies etc.) to the Panchayat Samitis. This would mean that the direct transfer of Government funds to the P. D. Accounts of Panchayat Samitis should now be stopped forthwith.

4.24 (2) The Zila Parishad in the Committee's opinion should also be given some discretion to marginally modify the terms and conditions of a particular scheme to suit the exigencies of the area. The terms and conditions of various schemes are formulated either at Jaipur or Delhi and in the interest of uniformity, the local marginal variations which are otherwise necessary, have to be sacrificed and many times some programmes founder at the implementation level simply because the pattern of instructions do not wholly suit the requirements of the area. The Committee however is thereby not suggesting that the Zila Parishad should have powers to ever alter the core or fundamentals of a particular scheme. Only some marginal changes not effecting the basic ingredients of a scheme, we feel, should be permissible only with the concurrence of the State Government.

4.25 (3) The control of the members of Panchayat Samitis and Zila Parishads Service would now ultimately vest in the Zila Parishad.

4.26 (4) The Zila Parishad would now be not merely a supervisory body but would be both a planning and Executive body with an effective control over the Panchayat Samitis and Gram Panchayats. The Panchayat Samiti would now function basically as its executive agency.

4.27 (5) The present District Agriculture Production Committee would now become redundant as its functions

would now be discharged by the Production Committee of the Zila Parishad. The District Agriculture Production Committee may therefore now be abolished.

4.28 (6) As indicated in the chapter on Recruitment, in the proposed Zila Parishad (involving receipt and expenditure of crores of rupees annually) an Accounts Officer or Assistant Accounts Officer (in smaller districts) will have to be posted who will look-after the financial matters of the Zila Parishad. The Committee recommends that in smaller districts like Sirohi, Bundi, Tonk, Dungarpur, Banswara and Jaisalmer, only an Assistant Accounts Officer may be provided. In other districts, one full-fledged Accounts Officer would be necessary in the Zila Parishad.

4.29 The proposed powerful Zila Parishad would exercise its day to day functions and powers only through its Standing Committees. Though under Section 50 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 four or five (as the case may be) Standing Committees for specified groups of subjects are stipulated, it is common knowledge that they have hardly functioned as they have hardly any role to play. The proposed Zila Parishads activities would now cover the whole gamut of developmental activities of the district. We have, therefore, recommended that in the Zila Parishad, there should now be four Standing Committees and one Executive Committee. While the Executive Committee would lookafter administration, finance and taxation, the four other Standing Committees would be as follows:—

- (a) *Production*:—This Standing Committee would lookafter matters pertaining to Agriculture, Animal Husbandry, Cooperation, Cottage Industries, operational aspects of irrigation and Rural electrification etc., and allied subjects.
- (b) *Education*:—This Committee would lookafter matters pertaining to Education including Social Education.
- (c) *Social Welfare*:—This Committee would lookafter Health and Sanitation, Family Planning,

Gramdan, Social Welfare, Backward Classes, Scheduled Castes, Scheduled Tribes, Welfare of weaker sections and backward areas and other allied subjects concerning the welfare of the Community. There would also be a Sub-Committee of this Standing Committee looking after the interests of Scheduled Castes, Scheduled Tribes and other weaker sections of the Society. Details of recommendations regarding this Sub-Committee are available in the Chapter on "Weaker Section".

- (d) *Works*.—This committee would look-after matters pertaining to Irrigation, Buildings and Roads, Public Health Engineering and Rural Water Supply.

4.30 (8) While the Standing Committees and the Executive Committee of the Zila Parishad should meet at least once a month, the Chief Executive Officer should be the Secretary of the Executive Committee and the District Agriculture Officer should be the Secretary of the Production Committee. The Chief Executive Officer would however have the statutory right to attend any meeting of any Standing Committee or the Executive Committee and would also have a right to participate in its deliberations. The District Level Officers of the concerned departments would now act as Secretaries of the remaining three Standing Committees.

4.31 The National Planning in the context of Fifth Five Year Plan is adopting district as a basic unit of planning. In the "Approach to the Fifth Plan" it has also been stipulated that the plan would be "much more than an internally consistent mathematical exercise. It is conceived as the rallying point for a supreme national effort in a decisive phase of our struggle for a self-reliant economy and for social justice"¹. The Panchayati-Raj institutions have a vital role to play in the process of "Planning from below". The Zila Parishads should therefore play a positive role in formulating and preparing District Plan which ultimately should also be reflected in the state plan in some way or

1. "Approach to the Fifth Plan 1974-79"—Planning Commission—Government of India, Page 62.

the other. For this, following Steps would have to be taken.

4.32 (a) It would be most desirable that Village production plans are prepared by each Gram Sabha but in view of the present inaction of the Gram Sabha, while all efforts should be made to involve the Gram Sabha also in the preparation of village plan, the Committee recommends that till the time this involvement is not forthcoming in ample measure, it should be the Village Level Worker's responsibility to prepare a draft village production plan in consultation with the Sarpanch of the area and thereafter get it discussed in the Gram Sabha meeting and this plan should then be sent to the Panchayat Samiti by a prescribed date.

4.33 (b) In the office of the Panchayat Samiti, all these village plans should be consolidated and the draft Panchayat Samiti plan should be prepared which should be discussed threadbare in the general body of the Panchayat Samiti for such additions, alterations and modifications as the general body may decide.

4.34 (c) It is thereafter at the Zila Parishad level that the planning processes should be activated and the consolidated plan of various Panchayat Samitis should be tailored to suit the requirements of an overall development of the district. This should however also be preceded by the fixation of priorities of the area and targets in various fields and while the targets should err on the side of optimism they should not be unrealistically optimistic but should be finalised keeping in view the current year's budget allocations in the different spheres. For this, as also pointed out in the chapter 'Budgeting and Accounting' the tentative allocations for the next year should also be intimated to all Zila Parishads in advance so that they may keep such tentative indications in view while finalising the plans.

4.35 (d) After the District Plans are formulated by the Zila Parishad, these plans should be further processed by the District Planning Board as already recommended in chapter III under the Chairmanship of the Minister

incharge. These senior people's representatives and officials of the district should examine and scrutinise the annual plan prepared by the Zila Parishad and should send it to the Government with their own comments. At the State level, the Planning Department should give due weightage to the comments of the District level statutory body before taking a final decision on the plan proposals of the Zila Parishad.

4.36 (e) The Committee also wishes to recommend that in the process of "Planning from below" more than the procedural Form, it is the quality and content of the deliberations of people's representatives at various levels which matters. The Zila Parishad's involvement in the plan formulation would not be meaningful unless the people's representatives actively participate at the deliberative stage of the formulation of the plan so that it may truly portray the aspirations of the people.

4.37 *Functions & Powers of Panchayat Samiti:*—The Panchayat Samiti would be basically an executive body with administrative and financial sanctions coming from the Zila Parishad.

4.38 In case of their "Own Income", the Panchayat Samiti should be able to decide the projects/places where money is to be spent in line with the prior technical advice wherever required of the concerned officer of Zila Parishad. The concerned officer would thereafter place it before the Works Standing Committee of the Zila Parishad for its information.

4.39 The schedule of functions of Panchayat Samiti appended to Rajasthan Panchayat Samitis & Zila Parishads Act, 1959 would now have to be drastically reduced as a good number of these functions would now be performed by Zila Parishad and the Panchayat Samiti would now act basically as an executive agency. These functions can now be performed more efficiently at the district level and therefore should be handled directly by the Zila Parishad.

4.40 In the field of Social Education the Panchayat Samitis have on the whole not functioned satisfactorily and

therefore they should now envince more interest in respect of Youth Organisations (Yuvak Mandals, Mahila Mandals), Adult Education, Information Community and Recreation centres, establishment of Libraries and Rural sports as also creating the necessary public opinion regarding a sincere implementation of various social legislations. For implementing various programmes in the sphere of Social Education/Legislation, necessary funds should be provided by the Zila Parishad. All the Panchayati-Raj Institutions should be obliged to report contravention of social legislation like Un-touchability and Mrityubhoj Acts to the concerned authorities and take necessary steps for their effective implementation.

4.41 For encouraging the growth of initiative and enthusiasm in the Panchayats and to provide them guidance in the plans and production programmes, the Panchayat Samitis should be made specifically responsible.

4.42 *Gram Panchayats*:—While the existing list of the functions and powers of Gram Panchayats in Rajasthan is fairly impressive, it is a fact that the Panchayats on the whole have not functioned effectively. The need to strengthen this basic unit of Panchayati-Raj can not be over-emphasised. Following proposals are therefore made.

4.43 The Nyaya Panchayats are not functioning satisfactorily and during its visits to various districts of Rajasthan as also from the replies to the questionnaire, (excepting those received from the Chairmen of the Nyaya Panchayats) the Committee has found that there has been almost a unanimous demand for their abolition. It is a tragic reality that the experiment of separation of Judiciary from Executive at the grassroot level has not succeeded. Nyaya Panchayats in Rajasthan are today languishing for want of funds, Secretarial assistance, adquate powers as also the people's faith in them. The Committee after discussing this question thoroughly has come to the conclusion that when the Nyaya Panchayats are neither functioning properly nor have they been able to inspire confidence in the people, a stage has now arrived when we should give a second thought to this continuous flogging of dead horse. The Committee is conscious

that its recommendation to abolish Nyaya Panchayats may be dubbed as retrograde one but we are also aware of our responsibility to safeguard against an ostrichlike attitude and to clearly see the realities of the situation.

4.44 The Evaluation Committee on Panchayati-Raj of Maharashtra had also gone into this question and in its report has *interalia* observed that "we consider it a fortunate circumstance that these bodies have not yet come into vigorous existence and not much damage has been done. It would be better to withdraw these steps when there is enough time and in our opinion the whole concept of Nyaya Panchayats needs to be now dropped and the bodies abolished."¹

4.45 We recommend that the functions of Nyaya Panchayats may be entrusted to a sub-committee of Gram Panchayat consisting of five members, four of whom should be elected by the Gram Panchayat (one of these four should be from the Scheduled castes or scheduled tribes, if the Sarpanch is not a person from scheduled castes or scheduled tribes. One of these four should also be a woman.) The Sarpanch or in his absence the Up-Sarpanch would function as ex-officio Chairman of the sub-committee as also its fifth member. The existing provision regarding the Nyaya Pancha not sitting on the bench hearing cases from his area/ward and other relevant provision as contained in section 27-F of the Rajasthan Panchayat Act, 1953 should also *mutatis mutandis* apply to this sub-committee as well. If the Sarpanch is ineligible to sit on the sub-committee due to any reason mentioned in Section 27-F of the Act and the Up-Sarpanch is absent, (or *vice versa*) the fifth member may then be selected by general body of the Gram Panchayat and the five such elected members would then elect a Chairman. With the amalgamation of the functions of Nyaya Panchayat with Gram Panchayat, the later would undoubtedly become more effective. Two members of this sub-committee should retire every year by rotation.

4.46 The need for a whole time Panchayat Secretary has always been felt and his non-availability has been a major

1. Report of the Evaluation Committee on Panchayati-Raj. (Chapter 13, Para 13.49; Page 203),

reason for the in-action and ineffectiveness of the Panchayats. With the amalgamation of judicial functions also with the Gram Panchayat, this need would be much more pressing. Sadiq Ali Committee had thrown the following three alternatives in this regard for being experimented before a final decision could be taken:—

1. Appointing Village Level Worker-cum-Secretary for every Panchayat circle.
2. Making Patwari Secretary of the Gram Panchayat.
3. Appointment of one V.L.W. for two Panchayat circles and a separate wholetime Secretary for two Panchayat circles.

4.47 Out of the three alternatives recommended by the Sadiq Ali Committee, those mentioned at S.No.1 and 3 have already been tried. In 1963, the scheme of one V.L.W.- cum-Secretary for one Panchayat Circle was introduced in 24 Panchayat Samitis and 545 V.L.Ws were appointed. In 1967, due to economy measures, 20 percent of V.L.W. posts were reduced and primarily to absorb the surplus personnel resulting from this economy, a new scheme of Group Panchayat Secretary for a group of three contiguous Panchayats was started with effect from 1st July, 1967 and simultaneously the existing scheme of one V.L.W.-cum-Secretary for one Panchayat was abolished. The second scheme was adopted in 65 Panchayat Samitis and 726 Group Panchayat Secretaries (from the V.L.W.cadre) were posted. On the basis of replies received from various officials and non-officials, it was however found that Group Panchayat Secretary's scheme has not functioned satisfactorily and therefore the Government in October, 1971 issued orders that the Samitis may pool the Gram Sevaks and the Group Panchayat Secretaries together and may thereafter post each one of them as V.L.W.-cum-Secretary for one big Panchayat or for two contiguous smaller Panchayats. This order has virtually resulted in reviving the original scheme of one V. L. W.- cum-Secretary for one Panchayat.

4.48 The Committee feels that both the first and the third aforesaid alternatives have been tried till now only on an

experimental basis and even after gaining experience from these two experiments, the Government has still not taken a final decision. This is clear from the latest decision of the Government under which the original scheme of one V.L.W.-cum-Secretary for one Panchayat (or two smaller Panchayats) has been adopted again but only in 65 Panchayat Samitis and no decision has been taken regarding the remaining Panchayat Samitis of the State. A final decision in this regard which could be enforced throughout the State is therefore overdue.

4.49 The amalgamation of the functions of Patwari and Panchayat Secretary, the Committee feels would not be feasible for many obvious reasons, some of which are as follows: —

- (i) Patwari is already overburdened and his being saddled with the functions of Panchayat Secretary would necessarily mean reduction in his area. This would therefore necessitate recruitment of more Patwaris and therefore a substantial additional financial burden.
- (ii) Regulatory and developmental functions at the grassroot level should not be combined especially when there is a need to separate them even at the district level.
- (iii) Maharashtra tried this experiment and has given it up. Even the Bongirwar Committee has also recommended that the separation of revenue and development functions at the Patwari/V.L.W. level should continue.
- (iv) Regulatory functions should not be placed under elected representatives especially of the local area where counter-pulls and pressures are more pressing.
- (v) The majority of the officials and non-officials whom the High Power Committee has met have also expressed this view

4.50 Out of the remaining two alternatives, the first alternative of providing one V.L.W.-cum-Panchayat Secretary for one big Panchayat or two small contiguous Panchayats seems to be more feasible and in the interest of revitalising the Gram Panchayats. It would also not involve any additional financial burden. At present there are 3684 Gram Sevaks working in Rajasthan (2958 Gram Sevaks and 726 Group Panchayat Secretaries). With the enforcement of this scheme, the grant of Rs. 23.77 Lacs to 167 Panchayat Samitis @ 0.20 P. per head for payment of Panchayat Secretary's salary (It has already been stopped in the remaining 65 Panchayat Samitis where the Group Panchayat Secretary's scheme is at present in force) would now be stopped. This amount could be utilised to recruit 566 additional V.L.Ws. (calculated @ Rs. 4200- per annum per V.L.W. on account of his salary etc.). Out of the total of 4250 V.L.W. at our disposal, each of 1140 V.L.Ws. can then be posted in an equal number of big Panchayats and the remaining 3110 V.L.Ws could be posted in 6220 smaller Panchayats (one V.L.W. for two Panchayats) and this arrangement would then cover all the 7359 Gram Panchayats. This may therefore be adopted for the whole State.

4.51 Panchayats are also languishing for want of funds. When the self-sustaining growth and financial viability has not been achieved by the Government of India or the State Government even after 25 years of independence and when both the Governments heavily depend on loans, subsidies, grants and deficit financing, etc., it is wrong to expect that Panchayati-Raj institutions alone and especially the smallest unit i.e. the Panchayat would have attained a self-sustaining stage. Detailed proposals for making not only Panchayats but also the Panchayat Samitis and Zila Parishads financially more viable have been made by the Committee in the chapter on financial matters.

CHAPTER V

Weaker Sections.

5.1 Democratic decentralisation could not be very meaningful unless it ultimately consummates into Democratic Socialism involving a reduction in the gulf between the Haves and the Have-nots on the emotional, social and financial plane. Out of the total population of 25724142 of Rajasthan in 1971, 27.99% of this population is accounted for by the Scheduled Castes and Scheduled Tribes. But the term "Weaker Sections" is much wider and would include besides the Scheduled Castes, Scheduled Tribes persons and backward classes the families having uneconomic holdings, landless labourers and other labourers, small village artisans, other groups of people who by historical or other reasons are still not adjusted to modern economic or social life, poor sections of the society even though their social status may be high, women, nomadic tribes, widows, orphans, unemployed persons with no means of livelihood, physically handicapped and members of ex-criminal tribes etc. etc., The rural uplift would therefore remain a myth unless the lot of all these weaker sections is also substantially improved.

5.2 It was with this object in view, that the framers of Indian Constitution provided Article 46 in which it was laid down that "the State shall promote with special care the educational and economic interest of the weaker sections of the people and in particular of the Scheduled Castes and the Scheduled Tribes and shall protect them from social injustice and all forms of exploitation." The Panchayati Raj institutions frankly have failed to bring about any substantial improvement in the condition of weaker sections. It is mainly due to the fact that these Institutions have their own limitations in this regard. They have meagre funds at their disposal and have basically persuasive rather than coercive powers. The various schemes which have been transferred to these institutions are not only saddled with various terms and con-

ditions but have also unfortunately by and large benefited only the well to-do or the upper strata of the rural community. In her message dated 23rd March, 1973 to the Sixth All India Panchayat Parishad Sammelan held at New Delhi on March 24th and 25th, 1973, the Prime Minister of India, *inter alia* stated that "criticism has begun to be heard that cooperatives and Panchayati-Raj institutions have benefited existing dominant groups. It is necessary that the leaders of the Panchayat movement seriously examine this charge and show that it is not correct. We shall not be able to achieve progress and stability in our villages or indeed in the country as a whole unless the groups which have so long been kept out of the political process, economic power and social prestige, are now brought fully into the mainstream."¹

5.3. It is therefore, abundantly clear that the need of ameliorating the unenviable condition of weaker sections of rural people cannot be over-emphasised.

5.4 This however should not mean that no attempts have been made so far by the Government in this direction. In the sphere of education, the facilities of free Board and Lodge in the hostels, scholarships, reservations in admission etc., are being made available to the Scheduled Castes and Scheduled Tribes persons. They are also being allotted agricultural land on a priority basis. In the field of minor irrigation, the interest on the loans given to these persons for digging or repair of a well is being paid from the Social Welfare Department. Many production-cum-Training centres have also been started for rehabilitating and providing employment to them. The reservations in Government service have also been increased to 28% for Scheduled Castes and Scheduled Tribes. Not only this, with effect from 1-4-71 a Roster system has also been introduced in all departments so that the benefit of such reservation may assuredly accrue to these persons. It may however be ensured the committee feels, that the departments to fill the reserved vacancies only from the Scheduled Castes and Scheduled Tribes candidates. From 1972, the Scheduled Castes and Scheduled Tribes persons are also being given facility of loans through cooperative societies for construction of houses. While they get loan at 10 times their

1. Agenda notes of the Sixth All India Panchayat Parishad Sammelan,

share capital, the interest on this loan would be paid by the State Government. Not only this, 75% of the share capital would also be given to the share holders as grant by the Government. Various other welfare schemes like electrification, drinking water wells and Pipe-lines for their localities have also been taken up. In case of such welfare schemes recently taken up for Scheduled Castes/Scheduled Tribes, the Committee also wants to emphasis that these should be taken up more seriously and more funds should be allotted for these purposes and priority should always be given to the localities of Scheduled Castes/Scheduled Tribes in villages while taking up these schemes. Old age pension to all persons (men of 58 years or more) and Disability allowances to disabled persons of 21 years or more) is also given. The Committee wishes to point out in this regard that the old persons eligible for old age pension should be provided the facility of Forms as also of filling them and subsequent processing at their very door-steps by the concerned Departments (Revenue and Social Welfare) and the V.L.W. should also help in filling these Forms. Special funds allocation is being made to 18 tribal development blocks for developing the Scheduled Tribes people in Rajasthan. During the last two decades (1951-52 to 1971-72) more than 20 crores of rupees have been spent for improving the condition of the Scheduled Castes and Scheduled Tribes people of Rajasthan. In the First, Second, Third and Fourth Five Year Plan till 1971-72, 134.93, 396.03 lacs, 472.80 lacs and 632.78 lacs respectively were spent. In the Annual Plans during 1966-69, 384.52 lacs were spent. Much however still remains to be done for the weaker sections of the society. Following recommendations are therefore made.

5.5 The committee in its Interim Report has already recommended the creation of reserved wards for the Scheduled Castes and Scheduled Tribes in the Gram Panchayats, Panchayat Samitis and the Zila Parishads instead of the present procedure of cooption. The reasons for such recommendations were that by coming through a direct election the Scheduled Castes and Scheduled Tribes representatives would have a sense of parity with other members and their election would then not depend on the vicissitudes of mercy or indifference on the part of others. This recommendation by itself would go a long way to create a new sense of confidence and faith

in the weaker sections and thereby would also inculcate in them a deeper sense of belonging to the society.

5.6 In view of the gigantic nay; colossal problem of the economic, social and emotional stagnation of the weaker sections, no financial allocation however generously made may be able to meet the requirements. The committee is however of the considered view that within the available financial resources with the Panchayat Samitis and the Zila Parishads, a minimum percentage should necessarily be spent for the weaker sections. To start with, this percentage could be kept at 10. When however the population of Scheduled Castes and Scheduled Tribes is more than 10% , the funds anocation should be more or less on the basis of such percentage of population.

5.7 Hostels should be opened even in the remote rural areas (where High Schools are located) which may arrange free boarding and lodging for the weaker sections.

5.8 Facilities of free books and slates as also scholarships to deserving students of weaker sections should also be provided. For this while money may be placed at the disposal of Vikas Adhikaris, it should be the specific responsibility of Head Master of the School concerned to get the Forms of the students of weaker sections filled and get them sanctioned by 15th August, every year on the basis of the norms laid down by the Education/Social Welfare Department.

5.9 It should be made imperative for every Vikas Adhikari, Extension Officer and the V.L.W. etc., to necessarily visit during their tour atleast one locality of weaker sections and make a specific mention in the Tour note about their problems and steps which should be taken to solve them. Besides, in the Training courses also, all extension workers should also be given a weaker sections orientation training.

5.10 Out of the 4 Standing Committees of the Zila Parishad; one would be on Social Welfare. This committee would lookafter Health and Sanitation, Family Planning Gramdan, Social Welfare, Backward Classes, Scheduled Castes, Scheduled Tribes, welfare of weaker sections and backward areas and any allied subject. This Standing Committee would consist of seven members elected from amongst the

members of the Zila Parishads with voting rights. The Committee recommends that while the Standing Committee on Social Welfare should continue to function, a sub-committee specially for weaker sections may also be constituted which may consist of three Scheduled Castes/Scheduled Tribes members elected from amongst the members of the Zila Parishad with voting rights. In case of Zila Parishad having less than 3 elected Scheduled Castes/Scheduled Tribes members, the deficiency may then be made up by coopting the Scheduled Castes/Scheduled Tribes members on this sub-committee by the voting members of the Zila Parishad. By convention, the recommendations of this sub-committee should be accepted and implemented by the Standing Committee on Social Welfare.

5.11 In the Basic Minimum Needs Programme consisting of the following, the Panchayati Raj institutions would have an important role to play :—

- (1) Minimum education for children upto the age of 14.
- (2) Minimum public health family planning integrated with nutrition for children.
- (3) Rural Water Supply.
- (4) Home sites for landless labour.
- (5) Rural electrification.
- (6) Rural roads.
- (7) Minor Irrigation.

5.12 Since the Government of India proposes to provide nearly 3300 crores of rupees during the Fifth Five Year Plan for this programme, it can reasonably be expected that this programme would be taken up on a very large scale. The Panchayati-Raj institutions would certainly have a crucial role to play either in its success or failure. The committee therefore, recommends that while taking the Basic Minimum Needs Programme, preference should always be given to works conducive to the economic development of the weaker sections of the Society.

5.13 The Zila Parishads, Panchayat Samitis and the Gram Panchayats can play a positive role in a persuasive way in

bringing about a greater social justice in many fields. To give only two illustrations, in the meeting of the Gram Sabhas they can get a voluntary acceptance evolved for enforcement of minimum wage rate to agricultural and non-agricultural labour. Regarding the share-croppers also the Committee recommends that an atmosphere should be created by in the area by these institutions whereby the share cropper may get his due right and the neo-absentee landlordism may be checked.

5.14 It is common knowledge that casteism still plays an important role in capturing the seats of power in the Panchayati-Raj institutions. This is a deep malady and the remedy only lies in the initiative to be taken by the caste Hindus. The Panchayati Raj institutions therefore can play a vital and constructive role in educating the people in this regard. While people's representatives at grass-root (the majority of whom are from the upper strata of the caste and economic status) are vying with each other for claiming more decentralisation of powers to them, they should themselves also learn the lesson of some selfabnegation in sharing these decentralised powers with those weaker sections of the Society who have till now remained far away from the mainstream of this power structure.

5.15 The casteism in India as also Rajasthan has now declined in its crude form of untouchability, segregation etc., but has perhaps aggravated at the more subtle level of Economy. While the caste Hindus by and large represent the "Haves," the Scheduled Castes and Scheduled Tribes are on the whole still very poor. The economic parasitism of the Scheduled Castes and Scheduled Tribes upon the financial support of the caste Hindus is perhaps more vicious than the traditional casteism. The Committee, therefore recommends that all efforts should be made to improve the economic condition of these backward classes and basic requirements of cleanliness, literacy etc., should also be inculcated in these people. The Committee has already recommended elsewhere that a minimum of 10% of the financial allocations in a Panchayat Samiti should necessarily be spent on the weaker sections. It has also been observed by the Committee that where the population of Scheduled Castes and Scheduled Tribes is more than 10%, such financial allocations would

be more or less in proportion to the percentage of their population in their Panchayat Samiti.

5.16 The present professions of the Scheduled Castes and Scheduled Tribes like those of Hides and Bones, transporting night soil over the head etc., and their *modus operandi* are not likeable and efforts should be made to provide improved inputs and implements for carrying on these professions.

5.17 A greater mobility of labour in Scheduled Castes and Scheduled Tribes should also be encouraged so that young boys and girls may shift to the cities wherever possible and with fresh wind of change witnessed by them in the cities, they would surely go back to their villages as messengers of rousing aspirations amongst their kith and kin and this process should hasten the liquidation of the despicable citadels of casteism.

5.18 In matter of house-sites, with various existing provisions also, not much has been done to provide these sites to Scheduled Castes and Scheduled Tribes. More vigorous and sincere effort in this direction is necessary.

5.19 SFDA (Small Farmers Development Agency) and more so the MFAL (Marginal Farmers and Agricultural Labourers Development Agency) can also serve as a useful instrument for improving the economic condition of the agricultural labour. A good percentage of such labour is drawn from the Scheduled Castes and Scheduled Tribes and the implementers of this programme should, therefore, pay their concentrated attention to cover these neglected sections of the Society.

CHAPTER VI

Position of Services, their Recruitment, Control, Promotion Avenues and Placement.

6.1 In a Democracy, while the People's representatives set the goals towards which the society has to be gradually developed, the services have also an equally vital role to play in achieving those cherished goals through implementation. While the People's representatives may change periodically, the permanent infra-structure of Services provide the bulwark for sustained and continuous process of the implementation of various policies. What is true of a Democracy is much more true in the process of Democratic decentralisation in which both the policy-formulators and the implementers have an additional responsibility to work in closest harmony. In Panchayati Raj of Rajasthan, the services on the whole have of late not functioned satisfactorily. Before diagnosing the causes and evolving various remedies, it would be worthwhile to briefly recapitulate the existing infra-structure.

6.2 The Services of Panchayati-Raj in Rajasthan are composed of two categories viz., those on deputation and those who are members of Rajasthan Panchayat Samitis & Zila Parishads Service (hereafter referred as "Service"). The Additional District Development Officer from Senior Scale of R.A.S.), Vikas Adhikari (from Agriculture or Animal Husbandry departments or the Rajasthan Tehsildar Service or the former Social Education Organisers and other non-cadre persons) and the Extension Officers for Agriculture, Animal Husbandry, Education, Cooperation, Lady Nutrition Extension Officer (in A.N.P Blocks) and the Accounts Clerks etc. are on deputation from their parent departments in the State Government. Gram Sevaks, Gram Sevikas, Group Panchayat Secretaries, Primary School Teachers, Veterinary Compounders, Poultry Demonstrators, Stockmen, Dressers, Vaccinators, U.D.Cs., L.D.Cs., Drivers etc. are borne on the "Service". The

recruitment to the "Service" is made by the Rajasthan Panchayat Samitis & Zila Parishads Service Selection Commission which at the district level consists of one member of the aforesaid Commission and the Pramukh.

6.3 The Panchayat Samitis and Zila Parishads Service Selection Commission in its present form has not served any useful purpose. This was also the considered opinion of the Sadiq Ali Committee as also the Bhandari Committee on Primary Education which gave their reports to the Government in 1964 and 1969 respectively. The Sadiq Ali Committee had *inter alia* made the following observations:

6.4 "For the selection of the personnel of above categories one member of the Commission visits different districts and selections are made at the district level. What has been functioning, therefore, is actually a selection committee at district level. It has been found that a lot of delay takes place in making those selections. The selections are made in great hurry and considerable difficulties are experienced in constitution of the committee and making references and back references. From the replies received to our questionnaire and the discussions we have held with the different functionaries of Panchayati Raj Institutions, we found that the system of Selection Commission at the State level is not functioning to the satisfaction of all concerned and we feel that there is need for decentralising the selection of these categories of personnel for Panchayati Raj bodies. Before the introduction of Panchayati Raj, all these categories of staff were being selected by the District Level Officers and there is hardly any necessity of constituting a State Level Selection Commission for this purpose. A Committee at the district level should be able to do this work. Already these selections are being made by district level committees in some of the States".¹

6.5 The Bhandari Committee also had *inter alia* recommended that "the past experience has revealed that much remained wanting in the recruitment of quality teachers because of manifold reasons. Instances of avoidable delay in the meetings of the Commission and declaration of results have come to our notice and sometimes the assessment of the

1. Report of the Study Team on Panchayati Raj, 1964-Chapter 17, Para 17.10, Page 196.

candidates is also not wholly objective which is partly due to the absence of any specific criterion"¹

6.6 Similar recommendations were also made by the Naik Committee (Rajasthan State Primary Education Committee) which *Inter alla* observed that "the system of recruitment of teachers has not worked satisfactorily. In the Rajasthan Panchayat Service Commission, one member has to travel from district to district for purposes of selection. Under such a system, it is not obviously possible to recruit the large number of teachers which are required annually in every district in good time before the Schools begin. Very often, the Commission does not recruit as many teachers as are wanted. Consequently, the Panchayat Samitis recruit sub-standard teachers under the emergency powers vested in them and later on, these backdoor recruitments have perforce to be regularised. Allegations of favouritism and nepotism were also made. It was brought to our notice in some cases that, even when trained teachers are available, they are not recruited while others who were not trained and whose general education was also inferior could find a place for themselves in the selection lists. We, therefore, feel that it is very necessary to change the present system of recruitment of primary teachers in the light of the difficulties that have been experienced during the last five years."²

6.7 At present under section 86 (1) of Rajasthan Panchayat Samitis and Zila Parishads Act, 1959, the Rajasthan Panchayat Samitis and Zila Parishads Service has been constituted for which recruitment is made at the district level by the Rajasthan Panchayat Samitis and Zila Parishads Service Selection Commission. Under Section 88 of the Act, District Establishment Committee has been constituted for each district for discharging specified functions.

6.8 There is a widespread, nay; almost universal and scathing criticism of the functioning of Rajasthan Panchayat Samitis and Zila Parishads Service Selection Commission. The majority of officials and non-officials the High Power Committee heard during its visits to various districts of Rajasthan as also at Jaipur and the various Service

1. Report of the Committee on Primary Education in Panchayat Raj, 1969, Chapter 2, Para 2.2 2.3, Page 4.

2. Report of Rajasthan State Primary Education Committee 1963-4 Page 62.

associations have strongly urged for its abolition. There have been complaints of delay in advertising the posts and interview and worse still, declaration of the results. Charges of corruption and favouritism were also levelled before the Committee during its hearings.

6.9 The Committee has given a very serious consideration to this problem. The recruitment of Services should not only ensure objectivity and promptness but the machinery for recruitment should *ipso facto* inspire confidence in the people about its integrity. It may be that the present Commission may have been more sinned against than sinning but be that as it may, its image which otherwise should have been like that of "Ceaser's Wife" has already been overshadowed by clouds of suspicion and criticism. It is also true that the process of their selection has been rather slow and each of the two members from Jaipur having to travel to 13 districts of Rajasthan is obviously dilatory and expensive.

6.10 The association of the Pramukh has, while making his own position vulnerable to extraneous pressures and counter-pressures, at least made the selections appear far from objective. Even the Chairman of the Commission whom the Committee interviewed was of the view that the association of the Pramukh has adversely effected the objectivity of selections. It is only fair that the Commission should be abolished in its present form and a separate institution or institutions for the purpose of recruitment should be created which may start with a clean slate. The Committee, therefore, recommends that the present Panchayat Samitis and Zila Parishads Service Selection Commission may be abolished with immediate effect and in its place two recruitment agencies should be created, one at the district level for recruiting Class III and class IV services and one at the State level for recruiting class II services. Following proposals are therefore made in this regard :—

6.11 All the Services up to the level of Extension Officers should now form part of the Rajasthan Panchayat Samitis and Zila Parishads Service which should be categorised in Service class II, Service class III and Service class IV consisting of

the following :—

*Service Class II:—*Extension Officers and other equivalent posts.

*Service Class III:—*V.L.Ws, Primary School teachers, Stockmen, Vaccinators, Lower Division Clerks, Upper Division Clerks and other equivalent posts.

*Service Class IV:—*Peons and other equivalent posts.

6.12 While officers above the rank of Extension officers (Vikas Adhikari, District Level officers, Deputy Chief Executive Officer, Chief Executive Officer and other equivalent posts) would continue to be manned by persons on deputation, the Committee considers it necessary to enlarge the composition of Rajasthan Panchayat Samitis and Zila Parishads Service. At present even the extension officers are on deputation. Experience has however shown that Extension Officers have by and large not displayed sufficient dedication and involvement in Panchayati-Raj and one of the main reasons among many others for this has been their sense of continued loyalty to the parent department.

6.13 The Committee is aware of the none-too-happy situation of a Extension Officer today subjected to the triarchical control of the Vikas Adhikari, the people's representatives and that of the department. The committee is convinced that situation would improve considerably if recruitment for Extension Officer and other equivalent posts is done exclusively for Panchayati-Raj so that the persons so recruited may be well aware that their career development would be made or marred only on the basis of their performance in Panchayati-Raj institutions. With the exclusion of people's representatives from the disciplinary control hierarchy, the extension officers would then form a part of the single line of control in the Vikas Adhikari/District Level Officer/Chief Executive Officer.

6.14 For recruitment of service class II, there may be a State Level Panchayati-Raj Service Commission consisting of at least three members of which not less than one-third would be the official members. The Commission should

make recruitment of all posts which are equivalent to to-day's Extension Officers. These posts are as follows :—

1. Agriculture Extension Officer.
2. Animal Husbandry Extension Officer.
3. Education Extension Officer.
4. Cooperative Extension Officer.
5. Lady Nutrition Extension Officer.
6. Accounts Clerks.

6.15 This would mean that besides the above persons, persons of equivalent rank in other departments also which are now proposed to be transferred under the administrative control of Zila Parishad (Forests, Industries, PWD, Irrigation, Social Welfare, Medical & Health) would also be recruited by this Commission. This would mean that some of the posts of Extension Officers or equivalent posts, the recruitment of which at present falls within the purview of Rajasthan Public Service Commission should now be taken out of its purview and entrusted to the proposed Commission. On a rough estimate the number of such Extension Officers whose administrative control is proposed to be transferred to Zila Parishad would be nearly 3000. This would be exclusive of the Extension workers in these departments posted in the urban areas who should also now be recruited by this Commission. Adding an equivalent number on account of such persons working in urban areas, the proposed Commission would have to recruit nearly 6000 class II employees. Assuming that 5% of the total strength would be recruited every year, the Commission would then have to recruit nearly 300 persons every year. Since this workload would be manageable, the Committee further feels assured that the quality of selections made by the proposed commission would certainly improve.

6.16 For the recruitment of Service class III, a District Selection Board consisting of the following may be created in each district :—

- | | |
|-----------------------------------|-------------------|
| 1. Chief Executive Officer | Chairman |
| 2. Concerned Distt. Level Officer | Member |
| 3. Dy. Chief Executive Officer | Member-Secretary. |

The Committee proposes this new composition of the District Selection Board instead of the present Selection Commission consisting of the Pramukh and a member of the State Service Selection Commission for various cogent reasons. While in a recruitment agency non-officials may be taken as member, it is basically wrong to associate an elected people's representatives (simply by virtue of the elective post he holds) in the Selection of Services. The Committee after giving its most serious consideration to the matter has come to the conclusion that the role of the elected people's representatives should be very specifically laid down. While they have a vital role to play in determining the Destiny of the area which elected them and in formulation of policies, priorities, funds-allocation to the various areas etc. and in these spheres they have a superior role in comparison to the Services, such elected representatives should not be associated with the recruitment, postings, transfers and the disciplinary control of the Services. All these questions to-day have not only taken a heavy toll of elected representative's time and energy but have also resulted in aggravating the local factionalism and politicisation of the Services. Services would always function with greater zeal, harmony and a high morale if their recruitment and subsequent career development is made dependent on the traditional and time-tested principle of single line of control. The Committee has therefore deliberately taken this decision to completely disassociate the people's representatives not only from the recruitment process but also from the subsequent processes of transfers, postings, disciplinary control and promotions etc.

6.17 The District Selection Board consisting of Chief Executive Officer, concerned District Level Officer and Deputy Chief Executive Officer should prepare a select list in order of preference on the basis of merit formula with quantifiable norms for various Class III services and some weightage for rural residence should be given. For teachers, the merit formula as adopted by the Education department with only one modification (as discussed elsewhere) may be adopted. The need of viva-voce may be done away with as with the merit formula to be adopted for various services, the viva-voce is really not necessary. Interview

sometimes becomes a source of personal favours and is really not indispensable for such minor posts. Thereafter, the Deputy Chief Executive Officer (the Member-Secretary of the Board) would issue appointment orders on the basis of such select list and the Panchayat Samitis now should have no powers to issue appointment orders as laid down in Rule 19 of the Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959. The Panchayat Samitis should now have no option but to take on duty persons selected and appointed by the District-Selection Board. This is necessary because instances at present are not wanting where even after the district wise allotment of candidates by the Commission and the consequent Panchayat Samiti-wise allotment by the District Establishment Committees, some Panchayat Samitis have deliberately abstained/refused to issue their appointment orders partly because some such unselected persons are working against these vacancies whom Panchayat Samitis do not want to discontinue or because persons desirable in the eyes of Panchayat Samitis have not been selected by the Commission.

6.18 The Panchayat Samiti should however continue to have the existing powers under Section 86(8) of the Act and Rule 23 of the Service Rules for making temporary appointments but only after obtaining Non-availability certificate from the District Selection Board. The present provision should however be modified in-as-much-as in place of Panchayat Samiti, the Vikas Adhikari, should have these powers of making temporary appointments. This recommendation is a logical corollary of our decision to disassociate people's representatives from recruitment and other matters pertaining to the Service.

6.19 In the context of the tremendous increase in technical know-how in Agriculture, it would be necessary that in future, as far as possible, Agriculture graduates are recruited as Gram Sevaks. To attract necessary talent, it would be further necessary to keep the pay-scales of the new Agriculture graduate Gram Sevaks to be somewhat higher than the existing Gram Sevaks's pay-scales. Even with the immediate implementation of this proposal, it

would take nearly 15 years or so for the bulk of the existing Gram Sevaks to be replaced by the Agriculture graduate Gram Sevaks and this process of replacement would, therefore, not be a day sooner; as within the next 15 years, the development in the agriculture technology would become even more accelerated. A simultaneous process of intensive training in modern agricultural know-how for existing Gram Sevaks would also be necessary.

6.20 The ministerial and Class IV Staff of the concerned District Level Officers now proposed to be transferred under the administrative control of Zila Parishads should be absorbed in Rajasthan Panchayat Samitis and Zila Parishads service and similar provisions as contained in Rule 5 of the Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959, will have to be made for them also to safeguard against the contingency of the majority of such employees opting out of the Panchayat Samitis and Zila Parishads service.

6.21 Service Class IV (Peons and other equivalent posts) may be appointed by the Vikas Adhikari in case of Panchayat Samitis and Deputy Chief Executive Officer in case of Zila Parishads.

6.22 In case of the Services on deputation we feel that in the context of the much more strengthened Zila Parishad with executive functions to perform, it is necessary that this institution should also be strengthened by transferring services of the concerned Development Departments at the district level. The proper coordination of all the District Level Officers of various Development Departments now to be transferred to the Zila Parishad can be ensured only by a very senior person who may be designated as Chief Executive Officer. Following proposals are made in this regard:—

6.23 An Officer of admittedly more senior status than other District Level Officers should be the Chief Executive Officer. The Collector's hands today are already too full with the revenue, magisterial, general law and order and coordinational functions and he does not have sufficient time even with his necessary development-oriented outlook; to

devote to the building up of Panchayati-Raj Institutions. The Committee therefore feels that while retaining his ex-officio and non-voting but still useful membership of the Zila Parishad, the Collector should not be either further saddled with or involved in the development administration of the district for which there should be a separate officer of equal or more or less equal rank who may be a whole time officer engaged in Panchayati-Raj and may also be answerable to the Zila Parishad. This would considerably improve not only the functioning of the Panchayati-Raj Institutions but would also restore the lost image of Panchayati-Raj by his status alone amongst various other factors. The Committee therefore recommends that 50% of the posts of Chief Executive Officers should be filled from senior scale of I. A. S. and the remaining 50% should be drawn from R. A. S., Agriculture, Animal Husbandry, P.W.D., Irrigation, Education or other concerned departments. The sole criterion for selecting the incumbents from R. A. S. and other departments should be merit and suitability and not seniority and their selection should be made by a Committee under the Chairmanship of Chief Secretary with Development Commissioner and Special Secretary, Department of Personnel as members. Since purely merit and suitability would be the criterion for selecting the persons for the post of Chief Executive Officer, the Committee also feels that the selection range should not be limited to only persons serving in the pay-scale of 700-1200 but deserving persons from the grade of 1100-1500 or even 1300-1600 may also be picked up for this challenging job. Persons coming from higher pay-scale would have the additional advantage of their original higher status which would facilitate all-the-more their effective coordination. While persons drawn from the grade of 1100-1500 or 1300-1600 should not get any special pay etc. persons from pay-scale of 700-1200 should be considered to be coming on a promotion post in the grade of 900-1800 which corresponds to the senior scale of I.A.S. and hence would get the benefit of Rule 26(A) of Rajasthan Service Rules. Such persons would however not get any benefit in matter of seniority, emoluments, etc. on their reversion to parent department when their original pay-scales, seniority etc. would be restored. Officers drawn from senior scale of I. A. S. to man the post of Chief Executive Officer may also preferably be those who have already remained Collectors in the district but this itself

should not be an over-riding condition and may not be insisted upon in case of other I. A. S. Officers displaying the necessary development-oriented aptitude.

6.24 While the Chief Executive Officer should be the ex-officio Secretary of the Zila Parishad, it would be necessary to provide a senior scale R.A.S. officer to assist him as Deputy Chief Executive Officer who also would function as Deputy Secretary of the Zila Parishad. In some smaller districts however it may not be necessary to provide a Deputy Chief Executive Officer. In other 5 small districts, the promoted non-cadre Vikas Adhikaris may be posted as Deputy Chief Executive Officer as recommended elsewhere.

6.25 To ensure an effective coordination at the level of Chief Executive Officer and to utilise the talent and rich experience of such a senior person, it would be necessary to make him a statutory authority of the Zila Parishad and apart from controlling the entire organisation of Zila Parishad, he should be in the specific charge of General Administration Department of the Zila Parishad.

6.26 In case of the District Level Officers of the concerned departments as indicated in greater detail under chapter IV, the District Level Officers of the Agriculture, Animal Husbandry, Forest, Small Scale/Cottage Industries, Cooperative, PWD (Buildings & Roads), Irrigation, Social Welfare, Medical & Health and Education should be transferred under the administrative control of the Zila Parishad. In case of these departments where at present also there is not a full-fledged District Level Officer for a particular district and one full-fledged District Level Officer is looking after more than one district or an officer of lower status (e.g., Assistant Engineer, Ranger, Industries Inspector etc.) is posted in a particular district, the Committee feels that since the existing work-load of these departments at the district level can not be increased over-night simply because of their transfer to Zila Parishad, it would not be proper to upgrade such post to get a full-fledged district level officer. The Committee however wants to emphasise that the administrative control of the concerned District Level Officer or a person of lower rank (as the case may be) should be transferred in toto to Zila Parishad. To illustrate, the Inspector of Schools at present looks after the Schools

of urban area also. It would then be necessary to either post a separate Inspector of Schools or District Education Officer (in case the work load of a small district does not justify a full-fledged Inspector of Schools) for rural area and he should be placed under the administrative control of Zila Parishad without any dual responsibility towards the State sector Education department as well.

6.27 The crucial role of Vikas Adhikari in Panchayati Raj can not be over-emphasised. He is the person who with the assistance of his team at the Panchayat Samiti level carries the message of community development and Panchayati-Raj to the very door-steps of the common man and it is his devotion, zeal, tact, and dynamism which ultimately is responsible for the successful implementation of various schemes. As a measure of economy, the Government of Rajasthan decided in 1967 to withdraw R.A.S. Officers and posted as Vikas Adhikari the Agriculture Extension Officers, Animal Husbandry Extension Officers besides the existing non-cadre persons and those on deputation from the Rajasthan Tehsildar service. The various officials and non-officials, the committee had met have almost unanimously observed that Panchayati-Raj has got a setback after the posting of Agriculture Extension Officers and Animal Husbandry Extension Officers as Vikas Adhikari. For their unsuccessful functioning there have been some reasons which are beyond the control of these Vikas Adhikaris. The wide gulf between their and the District Development Officer's status, delay in their final absorption as Vikas Adhikari, their being subject to the dual control of Development as also their parent department are some of these reasons. It should however, also be said that these persons have failed to perform an effective and fruitful role of coordinator and have also not been able to inspire in the other members of their team the necessary faith and confidence due to them as their leader. It is also a fact that under their leadership, the social education aspect of Community Development and Panchyati Raj has received a setback.

6.28 To become an effective coordinator, it is also necessary that the status of the leader should be higher. The Committee after giving its serious consideration to this question is of the opinion that I.A.S. and R.A.S. Officers

should be posted back as Vikas Adhikari but to start with, they should be posted only in half of the Panchayat Samitis and the remaining half of the Panchayat Samitis may be manned by officers of other concerned departments and the non-cadre persons. The selection of such persons from other departments (like Agriculture, Animal Husbandry, Tehsildar Service, Social Welfare, Industries, Education, Co-operation etc.) should be made purely on merit and suitability and for such selection, a Committee under the Chairmanship of the Development Commissioner may be formed with Director of Community Development and Panchayats and Special Secretary, Department of Personnel as members.

6.29 In case of I.A.S. and R.A.S. Vikas Adhikaris, the Committee also wishes to record that previously when these Officers were posted as Vikas Adhikari, they were given a special pay of Rs. 75/-. In absence of any special pay, the bright and dedicated I.A.S. and R.A.S. Officers may not now like to be posted as Vikas Adhikari. If the Government decides not to revive such special pay, it may then be made a convention that a R.A.S. Officer is posted as Vikas Adhikari for at least two years during the first five years of his service. Even the existing R.A.S. Officers who have not put in more than 10 years of service should be posted as Vikas Adhikari for at least two years, if they have not already completed this period. Junior scale I.A.S. Officers should also be posted as Vikas Adhikari. Similarly, senior scale I.A.S. Officers and other district level officers of the departments concerned with rural development should likewise be posted as Chief Executive Officer and district level officers in Zila Parishad respectively for at least two years.

6.30 In case of Extension Officers, while the Committee has already recommended for the establishment of a State Level Panchayati Raj Service Commission, such establishment and the process of subsequent recruitment by the proposed Commission would naturally take some time and till then the present practice of the Extension Officers coming on deputation from the concerned departments would have to continue but even during this transitional period, it should be ensured that the practice of the concerned departments posting Extension Officers in the Panchayat Samitis without

even intimating, much less consulting, the Development Department should be stopped. If Panchayati-Raj has to be revived, the need for placing the right type of person at right place can not be over-emphasised. The concerned departments (Agriculture, Animal Husbandry, Education, Family Planning, P.W.D., Cooperation, Industries etc.) should now send a panel of names of suitable persons along with their confidential rolls. Orders should thereafter be issued by the Development Department.

6.31 A similar procedure should also be adopted in deputing persons to the various Training Centres. Training provides an investment in Human-beings and therefore it is imperative that the trainers may be persons dedicated to their jobs with a missionary zeal and should be able to inspire emulation. Our Training Centres today are languishing mainly because of concerned departments, apathy towards deputing good persons on their staff. The situation can be improved only if the Development Department has the final say in selecting these persons.

6.32 Both in the case of Extension Officers on deputation and the members of "Service", the sanctioned strength of staff in each Panchayat Samiti should not be the same but should vary according to the need of the area. In absence of a need-based staffing pattern, while some officials in some areas are languishing without any work, in some areas, the staff is over-burdened.

6.33 Along with the need-based staff, the staff in the field should also be provided with the where-withal for its efficient functioning. It is a sad sight to find stockmen roaming about without any work for want of necessary medicines etc. Sufficient funds should therefore be provided so that the staff may have the necessary tools and may be fruitfully engaged.

6.34 In case of the accounts staff in the Panchayat Samiti, the norms laid down for the Government Departments for providing an Accounts Clerk or an Accountant may also be followed in the case of the Panchayat Samiti. It should also be further ensured that the Accounts Clerk

and/or Accountant and the Store-Keeper should invariably be transferred after two years. But in exigencies of Public service, in some cases, they may even have to be transferred before two years.

6.35 As a corollary, a full-fledged Accounts Officer or Assistant Accounts Officer would have to be provided to each Zila Parishad. With all the State Government's funds (loans, grants and subsidies etc.) now to be transferred to Zila Parishad instead of the Panchayat Samiti, every Zila Parishad would now normally be handling at least more than a crore of rupees and a gazetted officer should therefore exclusively look after the accounts side of its income and expenditure.

6.36 After separating the developmental functions from the revenue functions at the district level as also posting a senior civil servant as Chief Executive Officer and strengthening the Zila Parishad, it would be necessary that at the divisional level a very senior civil servant may also be made available to supervise and guide the work of the Chief Executive Officer as also to coordinate the functioning of various divisional level officers of concerned development departments and their involvement in Panchayati-Raj as also to oversee the functioning of Panchayati-Raj institutions in the division. The Committee, therefore, feels that the post of the Divisional Commissioner which was abolished some-time back, may be revived. With the Revenue Appellate Authority already functioning, the proposed Divisional Commissioner would then basically be concerned with the overall development of the Division and should not be saddled with the revenue appellate functions. The Divisional Commissioner would also serve as a useful link between the Panchayati-Raj institutions and the State Government and his involvement in the Panchayati-Raj would further strengthen the functioning of the institutions themselves. He would also supervise the entire range of development activities related not only to rural development entrusted to Panchayati-Raj institutions but also State sector and urban development schemes on area development basis. The Committee therefore recommends that the posts of the five Divisional Commissioners

abolished long back may be revived and five existing super-time scale I. A. S. posts may be reduced so that there may not be any additional financial burden.

6.37. *Control.*—The various provisions regarding the disciplinary control of the members of the Rajasthan Panchayat Samitis and Zila Parishads service are contained in the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959, the Rajasthan Panchayat Samitis and Zila Parishads Class IV Service Rules, 1959, the Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959, the Rajasthan Panchayat Samitis and Zila Parishads (District Establishment Committee) Rules, 1961, the Rajasthan Panchayat Samitis and Zila Parishads Services (Punishment and Appeal) Rules, 1961, the Rajasthan Panchayat Samitis and Zila Parishads Service (Servants and pensioners' Conduct) Rules, 1969, the Rajasthan Panchayat Samitis and Zila Parishads (Preparation of C. Rs. of Vikas Adhikaris and Secretaries) Rules, 1960, Rajasthan Panchayat Samitis (Terms and Conditions of Deputation of Vikas Adhikari, Extension Officers and other Officers) Rules, 1959, and other relevant Rules.

6.38 In Rajasthan, in the case of members of the "Service" working in the Panchayat Samitis, the Vikas Adhikari is empowered to inflict only a penalty of censure (in case of class IV servants he is empowered to inflict any penalty). The Standing Committee on Administration is however empowered to impose the punishment of stopping one annual grade increment but in case of any higher or major penalty including that of dismissal, the prior approval of District Establishment Committee is necessary. The appellate powers against the order of Vikas Adhikari vest in the Standing Committee and against Standing Committee's orders of stopping one grade increment these powers vest in the District Establishment Committee and against the Standing Committee's orders imposing any higher penalty, the appeal goes directly to the State Government.

6.39 The existing provisions of disciplinary control and appeal suffer from many obvious incongruencies, some of which are as follows:—

6.40 1. Their counter-part in the State Government, where the Head of Office is competent to pass any order of penalty; class III and class IV servants have two chances of appeal, one to Head of Department and the other to State Government. Under the existing provisions one chance has been denied to the Panchayat Samiti employees.

6.41 2. The body of elected representatives at the Block Level is too near and therefore subject to many extraneous pressures. Some of the decisions of the Standing Committees, it has been found, are therefore based on reasons other than merit and are not commensurate with the gravity of lapses on the part of delinquent. The elected representatives are bound to have opponents on different elected forums and even with their avowed objectivity, they fail to inspire the necessary confidence regarding their decision of punishment.

6.42 3. The vesting of disciplinary control in a group (whether of officials or non-officials) rather than an individual has the inherent danger of all the members of the group not having an identical view. The mere fact of a punishment order being a majority decision has a corroding effect on its sanctity.

6.43 4. The appellate and original powers vesting in a body of elected representatives usually provides the recalcitrant and indifferent employees to further ignore their legitimate duties and they begin to please the appellate or original body with fair or foul means. Their prime responsibility to their immediate official superior also gets a set-back which adversely effects the efficient and team work of the services.

6.44 5. The leader of the official team in such a situation often gets demoralised and therefore the work of the whole team suffers.

6.45 The Committee has given a very serious consideration to this matter and has come to the conclusion that the services should be subject to a single line of control and therefore following proposals are made in this regard:

6.46 The various provisions regarding disciplinary control including powers to inflict minor and major penalty on Government servants should also *mutatis mutandis* be provided for the Panchayat Samiti employees. It may however also be ensured that the Chief Executive Officer has the powers of Heads of the Department over the employees of Panchayat Samitis and Zila Parishads and he is also given sufficient powers over the District Level Officers appointed on deputation.

6.47 The Rajasthan Panchayat Samitis and Zila Parishads Service as already indicated under the head "Recruitment" may now be categorised into Service Class II, Service Class III and Service Class IV consisting of the following:—

6.48 *Service Class II.*—Extension Officers and other equivalent posts.

6.49 *Service Class III.*—V. L. Ws., Primary School teachers, Stockmen, Vaccinators, L. D. Cs., U. D. Cs., and other equivalent posts.

6.50 *Service Class IV.*—Peons and other equivalent posts.

6.51 Routing of the confidential rolls of various officials may be as follows:—

6 52—

Name of Official.	Authority initiating C. R.	Counter-signing authority.	Place where the C. Rs. would be kept.
1	2	3	4
Chief Executive Officer.	Divisional Commissioner. (The post which the Committee is recommending to be revived). The views of the Pramukh and D.C.P. would also be appended in the C. R. by the Commissioner.	Development Commissioner.	Government.
Dy. Chief Executive Officer.	Chief Executive Officer.	Divisional Commissioner.	Government.
Concerned D.L.Os.	Chief Executive Officer.	Concerned Head of Deptt.	Government

1	2	3	4
Vikas Adhikari.	Dy. Chief Executive Officer, (The views of the Pradhan would also be appended).	C.E.O./D.C.P.	Government.
Extension Officers & the Accounts Clerk/Accountant and other members of Class II.	Vikas Adhikari.	Concerned D.L.O./ C.E.O.	Zila Parishad.
Members of the Service Class III.	Vikas Adhikari. or Dy. C.E.O. as the case may be.	Dy. C.E.O./C.E.O.	Zila Parishad.
Members of service Class IV.	Concerned Extension Officer.	Vikas Adhikari, Dy. C.E.O./D. L.O. as the case may be.	Panchayat Samiti or Zila Parishad as the case may be.

6.53 A simultaneous process of various incentives and deterrents may be initiated for bright/dedicated and inefficient officials respectively. For Gram Sevaks an Incentive Scheme is already in vogue whereby the Gram Sevak standing first in performance amongst his other ten or fifteen colleagues in the Panchayat Samiti is awarded one grade increment without cumulative effect and for his standing first amongst his colleagues in his district or the State, he is given higher incentives. There is no reason why a similar scheme with even higher incentives is not adopted in case of teachers whose number in every Panchayat Samiti is nearly ten times the number of Gram Sevaks. For other members of the "Service" also in whose cases quantitative norms can be prescribed similar incentives should be given.

6.54 While under rule 34 of the Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959 it has been laid down that till the time separate rules on any or all of these matters are framed, Pay, Allowances, Pension, Leave and other conditions of service of the members of the "Service" shall be regulated by Rajasthan Service Rules, 1951 and the Rajasthan Travelling Allowance Rules, 1971. In practice, however, all orders issued in this regard for Government servants are further reiterated by the Development Department before they could be made applicable to the members of the "Service." Not only this, the

Government does not provide sufficient funds for medical reimbursement and this has therefore to be met from the "Own income" of the Panchayat Samiti. In Panchayat Samitis where there is no sufficient "Own income", the medical reimbursement claims are either not honoured or they are met from funds from other heads. To stop this irregularity as also the mounting frustration in this regard in the members of the "Service", it is necessary that all the facilities in matters of Pay, Allowances, Pension, Leave, Medical reimbursement, Conveyance, House Building etc., should be automatically applicable to the members of the "Service". With all the financial stridency, the Government must find sufficient finances to cover all this in case it wants to continue Panchayati-Raj. The High Level Committee on Panchayati-Raj of Gujarat in its Report had also made similar observations when it said Staff of the Panchayat service should not feel that they are getting less facilities and comforts than the Government employees. The Committee suggests that statutory provisions should be made to the effect that the benefits and facilities in regard to conditions of service whenever extended to the Government employees may be automatically applicable to the employees of Panchayat service, at the same time so that the Panchayat service personnel gets, equal opportunities in service matters. It is also required to make specific provisions so that the sufficient provision of loan may be available to the staff of Panchayat service for house building, purchase of motor-cycle, fans etc."¹ Since all the Services up to the district level are now being transferred under the Zila Parishad, all benefits which are admissible to the employees in the State sector should automatically be admissible to Panchayati-Raj employees as an inevitable consequence of such transfer. Hoping to revive Panchayati-Raj while keeping dissatisfied persons engaged in it would be like building a castle on shifting sands.

The Committee has also considered the question of prohibition of services in Panchayati-Raj from taking part

1. Report of the High Level Committee on Panchayati-Raj Government of Gujarat 1972—Page. 152,

in politics and elections. Even though under Rule 27 of the Rajasthan Panchayat Samitis and Zila Parishads (Servant's and Pensioner's Conduct) Rules, 1959, the members of the service are prohibited from taking part in politics and elections. It is however still disputable whether their indulging in propaganda for any candidate can result in vitiating the election also. For this, it would be necessary to make a suitable and specific provision in the Representation of People Act, 1951 so that even the contesting candidates may be dissuaded from utilising the members of the Service for election purposes.

6.55 *Institutional Control over the Chief Executive Officer and Vikas Adhikari.*—We have recommended elsewhere a single line of control for the services working in the Panchayati-Raj which would mean that the Chief Executive Officer would have control over all the officials either of the Rajasthan Panchayat Samitis and Zila Parishads service or on deputation working in his district and the Vikas Adhikari would also likewise control the services under him. While this would go a long way to improve the morale of the services which at present is at a low ebb, it is also simultaneously necessary that the Chief Executive Officer and the Vikas Adhikari should also be answerable to the institutions under which they are serving and they should also be subject to institutional control. Following proposals are therefore made in this regard;—

6.56 Under Section 94 of the Maharashtra Zila Parishads and Panchayat Samitis Act, 1961 it has been laid down that "if at a special meeting of the Zila Parishad, not less than two-thirds of the total number of councillors (other than associate Councillors) constituting the Parishad for the time being vote in favour of a resolution requiring the State Government to withdraw the Chief Executive Officer from office, the State Government shall withdraw such officer from service under the Parishad". If the majority of the members of the Zila Parishad has lost confidence in the Chief Executive Officer, it would indeed be futile to still keep such Chief Executive Officer at the same place. Neither the official having lost the confidence of the institu-

tion would then be able to function effectively nor would his actions inspire confidence in the Institution which he is supposed to serve. It would therefore be in the interest both of the Institution and the official that the latter is shifted to some other place. We, therefore, recommend that provision similar to the one in Maharashtra may be made in the relevant Act.

It is however also emphasised that efforts should be made to take remedial measures well in time before such an impasse comes about. The Committee visualises that there would hardly be an occasion in actual practice to pass a no-confidence resolution against the Chief Executive Officer and this unfortunate situation should be avoided as far as possible.

6.57 At present Annual Confidential Roll of Vikas Adhikari is initiated by the Additional District Development Officer and the Pradhan's note is also appended thereto. In case of Additional District Development Officer, the Annual Confidential Roll is initiated by the Collector and a note sent by the Pramukh is also appended thereto. In the proposed set-up, the Vikas Adhikari's Annual Confidential Roll should be initiated by the Deputy Chief Executive Officer and the Pradhan's note may be appended thereto. The Chief Executive Officer would be the counter-signing authority. In the case of Chief Executive Officer, the Divisional Commissioner should be the initiating authority and the Pramukh's note may be appended thereto. It should however be made incumbent upon the Commissioner or the Dy. Chief Executive Officer (in the case of Vikas Adhikari) to obtain the comments of the Pramukh or the Pradhan, as the case may be. The Divisional Commissioner would thereafter forward the Annual Confidential Roll of the Chief Executive Officer to the Government.

6.58 The Pramukh and the Pradhan would sanction the casual leave of the Chief Executive Officer and the Vikas Adhikari respectively. The privilege leave of the Vikas Adhikari up to two months would however be sanctioned by the Chief Executive Officer and the former's

privilege leave for more than two months would be sanctioned by the Development Department.

6.59 *Promotions.*—In Rajasthan, while officials on deputation to Panchayati-Raj get promotions in their parent department as and when due, the avenues of promotions for the members of the "Service" are rather limited. Under Rule 38 of the Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959, it has been provided that a member of the "Service" shall be eligible for promotion to next higher post in the State Services in accordance with Rules of these services. Even with this specific provision in the Rules, promotions to the members of the "Service" have been rather halting. The Committee after giving a careful consideration to the matter, makes the following recommendations:—

6.60 In case of teachers, since the bulk of grade II teachers would now be in the rural area, (as we have proposed elsewhere to transfer Middle Education also under the administrative control of Zila Parishad), interlaced seniority list of grade II teachers both in the rural and the urban areas should be maintained by the Zila Parishad and people may be sent on deputation from the Zila Parishad to the State sector in grade II if the Education Department so wants. Their further promotion as senior teacher in the State sector should thereafter be made on the basis of this interlaced seniority. In case of other Extension Officers, a similar interlaced seniority may be maintained by the departments concerned and their promotion in the State sector may also be made on the basis of such combined seniority list.

6.61 If the formula of interlaced seniority however is not found feasible for any reason, the Committee recommends that *pro-rata* reservation may be made in cadres of the respective services for recruitment of suitable persons from the Panchayati-Raj Service. The procedure should ensure that the benefit of past service in Panchayati-Raj should be given to an employee for determining his seniority in the concerned cadre of the State Service.

6.62 Also, to provide further promotion avenue to the Accounts Clerks as also because these posts would even otherwise be necessary, both Accountant's and the Assistant Accounts Officer's cadre should also be under the administrative control of Zila Parishad.

Since all the Extension staff would now come under the Zila Parishad, in case of such extension staff where no technical qualifications are necessary (Co-operative Extension Officers, Marketing Inspectors, Agriculture Assistants etc.) 50% of such posts may be filled by direct recruitment and 50% by promotion from V. L. Ws. This facility should however be in addition to existing promotion avenues already provided to them under Government order No. F.3(15)/ Appts/(c)/55, dated 14th Aug., 1965. Other members of the service like Vaccinators,, Compounders, L.D.Cs, should also get their promotions in the next higher posts which also would now be transferred under the administrative control of the Zila Parishad. The Committee is convinced that with the complete transfer of the extension officers and other equivalent posts to Panchayati-Raj, the promotion avenue of the lower ranks would certainly improve as the channel of their promotion (at least the first one) would now be in the Panchayati-Raj Service itself which it would be easier for all concerned to ensure and accomplish than what has been the case till now in the context of the State-Sector departments apathy in this regard.

6.63 The Committee also recommends that the promotion avenues for members of the Panchayat Samitis and Zila Parishads service should be more or less the same as available to their counterparts in the Government. For this purpose, therefore, sufficient number of Higher grade posts (e.g., grade II teachers in the field of education etc.) should be created under the Zila Parishad set-up.

6.64 The Committee also recommends that at least the deserving Vikas Adhikaris should be able to look forward to their promotion to the post of Deputy Chief Executive Officer. There is some legitimate frustration at least in the non-cadre Vikas Adhikaris who burnt their boats in the Development Department when they finally opted for the Development Service and at least the sincere

and dedicated Vikas Adhikaris amongst these non-cadre Vikas Adhikaris can be promoted as Deputy Chief Executive Officer. The Committee recommends that 5 posts of Deputy Chief Executive Officers (in smaller districts, to start with), may be manned by such promoted Vikas Adhikaris. The remaining posts of Vikas Adhikaris may be filled by deputation from I.A.S., R.A.S. Agriculture, Animal Husbandry, Rajasthan Tehsildar Service or some other concerned departments as already recommended under the head "Recruitment" and these persons would continue their lien in the parent department and would get their promotions in their own department and thus their further promotion as Deputy Chief Executive Officer will not be really necessary.

6.65 *Transfers.*—In Rajasthan, the transfers of member of the "Service" and officials on deputation to Panchayati-Raj can broadly be divided into two categories (i) transfer from one place to another within Panchayati-Raj and (ii) transfer or reversion to Government or the parent department as the case may be.

6.66 *Intra-Panchayat—Samiti Transfers.*—The Chief Executive Officer will be the head of the services under Zila Parishad as Head of Department Class I. Powers of transfer in case of members of the "Service" will be delegated to the Vikas Adhikari.

6.67 At present transfer from one place to another within the Panchayat Samiti can be done by Vikas Adhikari as provided in Rule 9 of the Rajasthan Panchayat Samitis (Administrative Powers) Rules, 1960. The Community Development and Panchayats Department however has issued a circular on 16-8-65 in which it has been laid down that before issuing transfer orders, the Pradhan may be consulted. There was also some discussion in the Legislative Assembly some years back about it in which the desirability of administrative instruction superseding a statutory provision was questioned. This anomaly should therefore be removed forthwith and the Vikas Adhikari should be permitted to exercise his statutory powers in an unfettered manner.

6.68 The department has also issued a circular under which in case of transfer before two years prior approval of

District Establishment Committee should be obtained. This is a good rider and it should now be laid down that instead of District Establishment Committee prior permission of the concerned Chief Executive Officer should be obtained.

6.69 *Inter-Panchayat Samiti but intra-district transfer.*—These are at present done by the District Establishment Committee under section 86 (9) of the Act in consultation with the Panchayat Samitis concerned. This consultation however has resulted in many complications rendering the implementation of transfer orders sometimes difficult. This should now be done by the Chief Executive Officer. In case of such transfers before two years, the Chief Executive Officer would however also consult the Pramukh. Such powers of the State Government should be unfettered.

Inter-District but Intra-division transfers.—Inter division but Intra-district transfers may be done by the Divisional Commissioner.

Transfer by State Government.—Vikas Adhikaris, Extension officers and the Accounts Clerks can at present be transferred by the State Government only in consultation with the Pradhan as laid down under Section 26 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959. In actual practice however this consultation with Pradhan has remained only a ritualistic formality to be observed before the transfer orders are issued. In other cases however transfers are prematurely done or transfer orders stayed (even though there are serious complaints against an incumbent) on political considerations. The political influence permeating the transfer decisions however can not be stopped by any formal orders or provisions in the Act or Rules but necessary climate in this regard will have to be created.

6.70 The Collector at present has already been empowered to impose specified minor penalties even on Vikas Adhikari. When such disciplinary powers have already been given to him, it sounds reasonable that the same authority should have powers to transfer such persons (a much lesser or hardly any punishment) within his district. Now that the role of the District Development Officer would be discharged by

the Chief Executive Officer, the Collector's present powers of imposing specified minor penalties on Vikas Adhikari should be transferred to Chief Executive Officer. The Chief Executive Officer should have powers to transfer a Vikas Adhikari within his district and he should have powers to transfer the Extension Officers and lower staff within his district in consultation with the District Development Officer concerned instead of the Pradhan. Under Government Order No. F. 2 (23) FD/L & J/B/65 dated 12-6-70. the Collector has already been empowered to transfer an Accounts Clerk within his district. This administrative order however could not supersede the specific provisions of section 26(2) (c) of the Act and is therefore illegal.

6.71 The powers of transferring the Vikas Adhikari outside the district would vest in the State Government. Before transferring the Vikas Adhikari or lower staff before two years, the Chief Executive Officer should also consult the Pramukh.

6.72 *Transfers to Government Departments and Reversion to parent Department.*—The members of the "Service" can not be transferred to Government Department except as laid down in Rule 30 and 38 of Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959. Under Rule 30 such an employee can be transferred to a post under the Government in consultation with the Head of the Department concerned but only when the employee has been declared surplus by the Commission. This rider makes this provision infructuous and the stipulated transfer almost impossible simply because most of the employees could normally never be declared as surplus. Under Rule 38, the stipulated transfer is only on promotion and not on equivalent post.

6.73 The committee feels that in order to ensure a deeper dedication and sense of belonging in the Services towards Panchayati-Raj these services should normally not be transferable to State sector. The members of the Service should continue to remain in Panchayati-Raj and get their due promotions within the Panchayati-Raj itself up to the service class II. Only from the post of Extension officers,

should they be eligible for further promotion to the State Sector. The State Government should make necessary suitable provisions in the relevant service rules to ensure this.

6.74 Since grade III teachers would now get their due promotion in grade II within Panchayati-Raj itself and as it is necessary to inculcate a sense of devotion in the Panchayati-Raj service, it would be necessary that transfer on equivalent posts from Panchayati-Raj to State Sector should be stopped. Not only the rule 30 of the Service Rules should be deleted but the existing facility given to Panchayati-Raj teachers for transfer to State Sector against 75% of future vacancies should also be stopped. This would also be necessary in the context of the new pattern the Committee is proposing in which the services upto the district level would be transferred completely to Panchayati-Raj.

6.75 It may be laid down that the Vikas Adhikaris should be selected by the Development Department (through the Committee proposed elsewhere) after getting a panel of suitable names from the concerned departments and they should not be withdrawn before a fixed period say two years. If in exceptional circumstances, it is considered necessary to withdraw any Vikas Adhikari, prior concurrence of Development Department in that case would have to be obtained and order of reversion would also be issued by the Development Department. The Development Department however would have the discretion to revert a Vikas Adhikari to his parent department at any time, but in that case, one month prior notice should be given to the parent Department.

6.76 *Teachers*:—In the case of teachers also, while general recommendations made under the head "Services" would improve their service conditions as well, the committee makes the following further recommendations in their case:—

6.77. While Bhandari Committee had recommended that "50% of the posts of Education Extension Officers/Sub-Deputy Inspectors should be reserved for being filled by promoted teachers of Primary and Middle School teachers in the

rural areas" the Committee feels, that this recommendation of the Bhandari Committee would now be more than implemented as the Middle education would also be transferred in the new setup to the Zila Parishads and hence all promotions from grade III teachers to grade II (which is also equivalent to Education Extension Officer/Sub-Deputy Inspector) would be made from Primary School teachers.

6.78. The contingency charges in Panchayat Samiti primary schools should be raised to Rs. 15/- per month as the present annual provision of Rs. 100/- for the Primary Schools of one or two teachers is grossly inadequate. These funds for other primary Schools having three, four or more teachers should also likewise be raised.

6.79. After comparing the criterion for selection of grade III teachers as adopted in the Education Department and by the Rajasthan Panchayat Samitis and Zila Parishads Service Selection Commission, it was found that the criterion adopted by the Education Department (known as the Merit formula) is on the whole more rational than the one adopted for recruiting teachers in Panchayati Raj. The only modification the committee would suggest in the existing merit formula of the Education Department is that no additional marks should be given to the candidate for his being the son/daughter of a teacher. Weightage due to parentage (except the provisions regarding Scheduled Caste/Scheduled Tribes as enshrined in the Indian Constitution) would not only be unreasonable but perhaps illegal. With this modification and some weightage given for the rural residence, the Education Department's merit formula should also be adopted for recruiting teachers in Panchayati-Raj.

6.80. *Gram Sevaks & Group Panchayat Secretaries:—* While the various steps proposed in respect of the Services, their recruitment, control, promotion avenues and placement etc., would also apply to Gram Sevaks and Group Panchayat Secretaries and would go a long way to ameliorate their service conditions and specific recommendations have also been made under the head 'Promotions', the Committee makes further following recommendations pertaining to them:—

6.81 The representatives of the Rajasthan Gram Sevak Sangh had themselves observed before the High Power Committee that they do not have sufficient workload today. This problem would be solved by combining the post of the Gram Sevak and Panchayat Secretary as recommended by the committee elsewhere.

6.82. The Gram Sevak Sangh has furnished a list containing the names of such Gram Sevaks who have not got their senior scale even after putting in 15 years of service. This Committee therefore recommends that more promotion avenues should be opened for gramsevak so that normally they may get their promotion after 10/12 years of service. This should however apply to all the other members of the service.

6.83. It has also come to the notice of the Committee that Gram Sevaks posted in their Home Panchayat Samitis have on the whole not functioned satisfactorily. Their circumstances due to their being the sons of the soil rather than they themselves have been responsible for their unsatisfactory working in the Home Panchayat Samiti. Their parental profession (Agriculture or otherwise) provides an irresistible temptation not only to the Gram-Sevak or teacher but other members of the service as well, for attending to this work as well sometimes at the cost of their official obligations. Even otherwise, these officials within their own Home Panchayat Samitis are so closely associated not only with the majority of the common man but also with the elected representatives that sometimes their official norms of working get a set-back. The committee therefore after considering this issue carefully recommends that not only a Gram Sevak but all members of the service including teachers should not be posted in their Home Panchayat Samiti, though being low paid employees, as far as possible; they should be posted in their home district. By being posted within the home district but not within the home panchayat Samiti they would neither be very far from nor very near to their homes. This recommendation should be implemented in right earnest without succumbing to any pressure from individuals.

6.84. It need not be emphasised that Gram Sevak is the mouth-piece of developmental and Panchayati-Raj adminis-

tration at the grass-root. Over the years, his status and credibility has unfortunately gone down along with his usefulness. While the lost image of the Gram Sevak has to be restored the committee has also to record that it cannot be achieved unless the original usefulness of this grass-root Extension Worker is also revived and for this, his existing functions and duties have to be given a close look afresh and these should be so revised that at the village level, the Gram Sevak may become the focal point of village development administration.

6.85 The Gram Sevak is just not an Agriculture Assistant or a Fieldman but a multipurpose functionary whose job-chart must involve many other functions besides those relating to agriculture and animal husbandry. The thought that Gram Sevak should give 80% of his time to agriculture alone, though of a recent origin, should be given a second look. While agriculture and animal husbandry should continue to occupy an important place in the activities of Panchayati-Raj institutions, we want to emphasise that it should not necessarily be at the cost of other facets of rural development notably social education, health and sanitation including Family Planning, Cottage Industries, uplift of weaker sections etc. The activities of the Gram Sevak who is the grass-root worker of Panchayati-Raj should therefore not be confined to only agriculture and animal husbandry but should cover the entire range of functions of the Panchayats. To give only a few of his other jobs, besides those pertaining to the Green and White revolution, V.L.W. could be gainfully engaged and associated with the following—

1. Felt needs.
2. Basic Minimum Needs Programme.
3. Functioning of Gram Sabhas.
4. Village Production Plan.
5. Demonstration.
6. Arrangement of the supply of various inputs and the services.
7. Popularisation of improved agricultural inputs etc.
8. First-aid for men, women and animals. Health & Sanitation including Family Planning.
9. Uplift of weaker sections.
10. Social Education.
11. Cottage industries.

12. Assistance to cultivators taking Development loans for implementation of special schemes.

6.86 The above list however is not exhaustive and is only illustrative.

6.87 *The Patwari:*—While a substantial portion of the villager's grievances relates to the Revenue Department, it is a painful fact that the grass-root Worker of this department i.e. the Patwari is not sufficiently responsive not only to the common man but even to the Panchayati-Raj institutions. To make the Patwari more responsive to the peoples' aspirations and more responsible to the Panchayati Raj institutions, following steps will have to be taken.—

(i) The Panchayat should establish a suitable procedure for ventilating the grievances against the functioning of Patwari. It would therefore be essential that the Patwari attends the meetings of the Panchayat. In the opinion of the Committee, it may be possible to effectively achieve this in practice, by fixing a meeting of the Panchayat exclusively for covering the revenue problems at least once a month. It will be incumbent on the Patwari to attend this meeting and the public should also be informed about this meeting well in time. The Tehsildar must ensure that the Patwari is directed to attend this meeting without fail. On his failing to attend, he should be liable for disciplinary action.

(ii) A copy of the Jamabandi should be prepared by the Patwari and sent to the Gram Panchayat for record and inspection by the villagers. It should also be the responsibility of the Patwari to periodically bring it up-to-date with latest corrections in this Record of rights. The various disputed mutations carried out by the Revenue Department should also be read over by the Patwari in the Gram Panchayat meeting.

(iii) The loan application documentation and the No dues Certificate before the sanction of institutional loans for various requirements are also a major source of harassment of the people and the Patwari should be made to complete these documents and hand them over to the persons concerned expe-

ditionally. It should be the specific responsibility of the Patwari to give it to the applicant concerned latest within three days of the later's application.

(iv) All public complaints against the Patwari should also be discussed in the Gram Panchayat forum as also complaints regarding the inaccuracy of land records.



CHAPTER VII

Financial Matters.

7.1 In our State, one of the important reasons of the decline of Panchayati-Raj has been the financial constraints. At present in Rajasthan the Panchayats are not the collecting agencies and their main sources of income are Government grant @ 20 paise per head of population subject to a minimum of Rs. 400/- per Panchayat, income from various taxes levied (All taxes are, however, optional. Panchayat can levy tax on buildings, octroi and vehicle tax, pilgrim tax, for arranging the supply of drinking water, tax on commercial crops and any other tax which may be sanctioned from time to time by the Government), Income from cattle ponds, Fines in respect of cases, Fees from services rendered, Income from grazing land, Fees for use of temporary land, Irrigation tax, Fish culture tanks and leasing their waters and sale of abadi land.

7.2 The arrears of taxes are recoverable as arrears of land revenue. A Panchayat whose Sarpanch and 80 per cent of Panchas are elected unanimously is further paid an additional grant of 25 paise per head every year for the entire term of the Panchayat.

7.3 The Panchayat Samitis in Rajasthan can levy the following taxes:—

7.4 (a) A tax on the rent payable or received by the land holder for occupation of land or assumed rental value of land @ 5 paise per rupee.

7.5 (b) A tax on trades, callings, professions and industries as may be prescribed.

7.6 (c) A primary education cess

7.7 (d) A tax on fairs.

7.8 No tax is however compulsory. The Panchayat Samiti gets a share of land revenue @ 25 paise per rupee.

It also gets grants for schemes transferred by various departments. The non-tax revenues of the Panchayat Samiti are incomes from assets, bone contract, grants and contribution from various institutions and bodies and loans received from the Government. They also get meagre amounts under the "Free Fund" in case of their winning the Small Savings competition. The Panchayat Samitis have also powers to raise funds but no Panchayat Samiti has till now used this power.

7.9 The Zila Parishads have no power of taxation and their income consists of money received from State Government. Under this head the Government transfers funds to cover the expenses of office establishment and the honorarium of Pramukh. It may also receive donations and contributions from the Panchayat Samitis or from the public in any form. This provision under section 63 of the Act, however, has not been put into practice by most of the Zila Parishads. The total income of the Panchayats, Panchayat Samitis in Rajasthan for the year 1970-71 (for which figures are available) was Rs. 11 and 49.20 lacs respectively.

7.10 The committee has held detailed discussions about the present situation and the various ways by which the Panchayati Raj institutions may be financially strengthened. After the repeated postponement of elections to Panchayati Raj bodies in Rajasthan, the gradual shrinking of funds has by far been the most important reason for the stagnation of Panchayati Raj institutions. The initiators of Community Development in India had stipulated that after entering into the post-second stage, the blocks would achieve the necessary self-sustaining growth and financial viability and thereafter the financial assistance from the State/Central Government would wither away. This myth has already been exploded and experience has shown that it was only a pious wish. One of the main recommendations of the conference of Community Development and Panchayat Ministers held in Madras in June, 1968 therefore was that fund allocations may continue even after the blocks enter the post-second stage. It *interalia* stated that "for post-stage II blocks also, there should be continued financial assistance on the same pattern as in the second stage on the

basis of equal sharing by the Central and State Government. The Central assistance should be over and above the state plan ceiling." The committee reiterates this recommendation because when the self-sustaining growth and financial viability has not been achieved by the Government of India or the State Government even after 25 years of independence and when both the Governments heavily depend on loans, subsidy and deficit financing etc., it is wrong to expect that the Panchayati Raj institutions would have by now attained self-sustaining stage. Prof. Sher Singh, State Minister for Community Development, Govt. of India has observed that "the weakest link in the Panchayati Raj organisation is their financial instability. If the Panchayati Raj bodies are to be transformed into effective units of local self Government they should be financially sound." ¹. The need for financially strengthening these institutions is therefore overdue and cannot be over-emphasised. The additional money needed for rejuvenating the Panchayati Raj bodies need not necessarily come through the Community Development budget but through various departments and a part of it should specifically be meant for the purposes of "Social Education". Of late, this aspect of Community Development has comparatively been ignored.

7.11 While in 1961-62, the total funds on account of grants and loans transferred to Panchayat Samitis in Rajasthan were to the tune of 752.85 and 230.84 lacs respectively, these have increased in 1972-73 (budget estimates) to 1855.71 and 84.50 lacs respectively. These figures by themselves might indicate that since the funds transferred to Panchayat Samitis have almost doubled, the Panchayati Raj institutions can not claim paucity of funds. A further scrutiny of the various heads under which these funds have been transferred would however reveal that the lion's share of this increase is utilised for salary, allowances, T. A. and other committed liabilities under the non-plan heads. Under the plan schemes however this expenditure has gone down from 315.49 lacs 1961-62 to 156.80 lacs in 1972-73 (budget estimates). Even the loan amount of

1, "The Process and Functioning of Panchayati Raj" by Prof. Sher Singh—an Article Published by the A.I.C.C. Panchayati Raj cell.

231.98 in 1961-62 has gone down to 84.50 lacs in 1972-73. The Free Fund Scheme which though during the course of years had shrunk financially, was a very good scheme as for the last 3/4 years, the paltry sum of a few lacs was being utilised to provide incentive for competing Panchayat Samitis in the small savings drive. In 1971-72, there was an allocation of 8 lacs, but for 1972-73 no provision has been made. Thereafter for 1973-74 a provision again exists for 8 lacs under this scheme. This is beyond one's understanding as to why no provision was kept for this scheme if the scheme was otherwise considered to be valid. On the other hand, if the scheme was discontinued for any good reasons why has it been taken up again in 1973-74? Even in the field of primary education, Development Department has continuously, over the years, experienced that funds which are in sufficient even to meet the actual salary requirements of the teachers are allotted. This has resulted in this mounting frustration in teachers in Panchayati Raj besides bringing further ridicule to the already blurred image of Panchayati Raj. These two examples alone would be sufficient to indicate the indifference with which Panchayati Raj today is being treated by the Government itself. Before further proposals are made, this may also be pointed out that unless a constructive attitude towards the rejuvenation of Panchayati Raj is adopted by the Government, no proposals however laudable can bring about any lasting improvement.

7.12 Even though as already stated above it is too much to expect the small executive bodies like Panchayati Raj institutions to achieve the stage of take-off in the financial field, it should also be pointed out that this fact does not reduce the dire necessity for making efforts in this direction to improve this sad state of financial stagnation. Our proposals could therefore broadly be categorised in two parts. The first deals with the additional resources to be given by the State Government and second, the additional efforts on the part of Panchayati Raj institutions themselves.

7.13 The State Government at present does not provide much funds for new schemes and even the funds allotted for some individual schemes are so meagre that it tant-

amounts to a mere drop in the ocean. We may, therefore, emphasise the need of increasing the quantum of loans and grants by the State Government. We are aware that in the context of severe financial stringency, the State Government may not find substantial funds to give to Panchayati Raj institutions, but then a resurrected Panchayati Raj may be written off for all times. The State Government should finally decide the place of priority to be given to Panchayati Raj amongst the long list of its various functions/duties and in case, Government views Democratic decentralisation (which our State was the first to launch upon with lot of fan-fare in 1959) with a high priority, the Government should then as a logical corollary bear in mind the priority while allotting funds. The gulf between the philosophing of Panchayati Raj from the house-tops and then practising it half-heartedly should be reduced if not completely eliminated.

7.14 At the instance of Chief Ministers in the National Development Council, the Government of India switched over to the Block grants procedure with effect from 1969-70. This system of block-grants while provided the necessary flexibility and manoeuvrability to the State Governments to make adjustments here and there in their various plan schemes and heads, it is now recognised that almost in all states of the country (except Maharashtra and Gujarat) Community Development and Panchayati Raj was the first casualty under this new process. The need however was that the previous allocation in fact should have increased rather than reduced after the system of block grants. We therefore recommend that Community Development and Panchayati Raj should not be made to suffer under this new procedure and the budgets at the district level of various departments now proposed to be transferred to the Zila Parishads should be adequately raised and the huge accumulation of minus balances of various departments against the Panchayati Raj Institutions should be cleared. As on 31-3-72 these minus balances pertaining to various departments were as follows:—

1. Famine Relief	Rs. 2,01,711.60
2. Social Welfare	Rs. 8,89,431.27
3. Cooperatives	Rs. 3,31,070.85

4. Agriculture	Rs. 21,94,469.79
5. Animal Husbandry	Rs. 15,32,638.25
6. Medical & Health	Rs. 66,18,641.32

7.15 As a consequence to these huge minus balances the Panchayat Samitis are compelled to misuse the loan recoveries etc. It is, therefore, necessary that in case Panchayati Raj is to be revived these minus balances would have to be cleared off immediately.

7.16 In case of land Revenue, the Committee recommends that it may be transferred in toto to the Zila Parishads which should further allot the amount to the various Gram Panchayats on the basis of population. Land Revenue is almost wholly recovered from the rural area and Panchayati Raj institutions being the recognised medium of rural reconstruction can legitimately aspire for having this amount completely. At present the total land revenue for Rajasthan is 11.68 crores (Figures for 1972-73). This amount would also go a long way to make the Panchayati Raj institutions financially stronger. The entire Land Revenue transferred to Zila Parishads should however be spent towards the plan expenditure. This would not only create in the Panchayati Raj institutions an abiding interest in the recovery of land revenue but also in its periodical increase. The frequency of remission and suspension of land revenue would also accordingly be reduced.

The former Free Fund Scheme in which, subject to certain limitations, the Panchayati Raj institutions had the discretion in the fund's utilisation should be revived and for this adequate funds should be placed at the disposal of Panchayati Raj institutions. The Fund amount may be transferred to Zila Parishads which in turn may allocate it to the Panchayat Samitis and Panchayats on the basis of some fixed norms e. g. population etc.

7.17 The Committee has recommended elsewhere the amalgamation of the functions of Village Level Worker and Panchayat Secretary. This would mean that now every Panchayat would have a whole-time or a part-time Secretary from the V. L. W's cadre. The 0.20 N. P. per

capital grant at present given to the Panchayats to meet the Panchayat Secretary's salary should therefore now be met by the Panchayat Samiti and not the Panchayat.

7.18 The Gram Panchayats may be given a share in the Forest revenue @ 10% for their being associated in the auctions of such forests in their area. If they wish to bid in the auction, their bid may then be preferred on the same lines as that of the Cooperatives by giving a premium of 12-1/2 per cent.

7.19 The question of withdrawing the powers of sale of abadi land from Panchayats situated within a prescribed radius of big cities of Rajasthan has been under consideration of the Government for the last 5/6 years but no decision has been taken so far. The Committee recommends that the Government should in consultation with the Chief Town Planner acquire the agricultural lands in the vicinity of big cities wherever necessary and may allow conversion of the remaining agriculture land in this regard to reduce litigation. While this would help in improving the blurred image of Panchayats adjoining the big cities, it would also increase the income of both the Government as also the Panchayats as the latter should be given some fixed share in the sale of such abadi land by the Government.

7.20 For increasing the own resources of Panchayati Raj Institutions, the position is that while the total resources have increased from 32.52 lacs in 1959-60 to 99.27 lacs in 1969-70, this increase can not be considered to be satisfactory. Following proposals are therefore made:—

7.21 (1) The need for taxing the agricultural incomes can not be overemphasised. While the city-dwellers and the salaried class people have perhaps already been taxed adequately agricultural income has yet to be taxed. While addressing the National Development Council on 20th January, '73 the Finance Minister Shri Y. B. Chavan asked for an early consideration of the Raj Committee's recommendations on taxation of agricultural incomes by the States. He stated that "the agriculture sector would have to contribute a reasonable share to the raising of the re-

sources for the plan.”¹ Thereafter the agricultural income has been partially taxed through the Finance Bill presented by the Finance Minister. What could be true at the national level is perhaps even more valid for Rajasthan. The Committee therefore recommends that some taxes should be made compulsory. The House Tax and Street light tax may be made compulsory taxes to be levied by Gram Panchayats. The light and water taxes should be levied on the basis of no profit no loss. The House tax should however be levied on a slab system whereby small hutments and jhonpris upto a valuation of Rs. 500/- may be exempted and there after a percentage on the valuation of the house may be levied as House Tax which should increase progressively with the valuation.

7.22 Following taxes may also be made compulsory for the Panchayats to be levied—

1. Octroi
2. Vehicle tax
3. Sale of Animals tax

The auction of grazing lands at present done by the Gram Panchayats is not systematically done with the result that the income on this account is not what it ought to be. It is therefore recommended that these auctions may be organised at the Panchayat Samiti level and the Chief Executive Officer will ensure that this is done properly.

7.23 The Gram Panchayats should also make proper utilisation of land allotted to them and should also create their own revenue assets which may become permanent source of their own income. For this purpose, timely availability of loans etc. would be necessary.

7.24 The remaining optional powers of taxation as already provided in Rajasthan Panchayat Act, 1953 would continue to remain with Gram Panchayats.

7.25 The education cess at present levied by the Panchayat Samiti is optional. It should now be made compulsory and its minimum rate should be Rs. 2/- per family. Besides this, profession tax should also be made compulsory.

While the State level fairs should continue to remain in the State sector, the small fairs which over the years have now been taken back in the State sector should now be given back to the Panchayat Samitis which should organise them and should also get the income accruing from these fairs. In future also the present small fairs with their growth in magnitude and income will also be taken over by the State Government, as their organisation would involve such administrative arrangements which perhaps cannot be looked after by the Panchayat Samiti or the Zila Parishad. The Committee however recommends that a fixed share say 10 per cent from the income of such fairs which in future may be taken over by the State should continue to be given to the Panchayat Samitis.

7.26 The Zila Parishads should compulsorily levy 0.50 paise per rupee cess on Land Revenue. 20% of this compulsory cess may be retained by the Zila Parishad for meeting administrative expenditure and remaining 80% may be distributed to the various Gram Panchayats in proportion to the recoveries of this cess made in their areas after deducting the collection charges. The Zila Parishad levying a cess at a higher rate should also be given a matching grant by the State Government.

7.27 100% cess on Stamps and Registration should be levied and this cess should thereafter be distributed among Panchayats, Panchayat Samitis and Zila Parishad in the ratio of 50, 25 and 25 per cent respectively.

The Zila Parishad should also levy a compulsory purchase tax @ 0.50 paise per 100/- rupees on the sale of Krishi Upaj Mandi.

7.28 It should be recognised that the system of sharing taxation by different Panchayati Raj institutions has an inherent danger of creating unnecessary complication as also of putting undue premium on the tier which without facing the administrative burden and the risk of becoming unpopular due to new taxation still shares the fruits of such taxes levied by another institution. The Committee therefore does not want to make a blanket recommendation in this regard. Wherever we have however recommended

the sharing of the taxes levied by Zila Parishad, amongst the other two tiers or is considered necessary by the Government in some specific cases, the share of a particular area should then be more or less in proportion to the recoveries made from that area. The Zila Parishad may retain 20% of the collections and may distribute the remaining portion of the collections amongst various areas in proportion to the recoveries made from those areas, after deducting the collection charges.

7.29 Recovery of Loans and Dues.—The Committee has considered this issue in all aspects and after considerable discussions has come to the conclusion that the extension and coercion methodology are mutually inconsistent and should not be vested in one single person. The various taxes levied by Panchayati Raj institutions and other Demands should therefore continue to be collected by the Revenue Department. The Panchayati Raj institutions should however ensure that the Demand statements are timely and correctly sent to the Revenue Department and the Patwari also in turn should ensure that instead of indicating the recoveries of the Panchayat Samiti's dues in a lump sum, he should specify the details of the individual and the amount deposited by him along with date etc. In case of the previous loans disbursed by Panchayati Raj institutions, the Committee however recommends that the Gram Sevaks should exhaust their persuasive efforts to effect the recoveries of such loans and when their persuasion fails, the demand statement may thereafter be sent to Revenue Department which may effect recoveries. This exception is made only in view of the fact that in case of long-standing loans and outstandings, the persuasion of Gram Sevaks may also be additionally necessary. This however should not be taken to mean that in future also the Gram Sevak would be associated with the recoveries and the Committee wants to reiterate that in future recovery of all dues should be made by the Revenue Department. For this, it is further necessary that the officials of Revenue Department at all levels (up to Board of Revenue) should be specifically directed that recoveries of the Dues both of Revenue Department and Panchayati Raj institutions should be their equal concern and responsibility.

7.30 As would be seen from the above proposals, an effort has been made to clearly demarcate the spheres of taxation between the Gram Panchayats and the Zila Parishads. The parallel or concurrent powers of taxation in these two bodies as prevalent in some other States is not only confusing but administratively inexpedient as in such a concurrent sphere, one tier usually passes on the buck and looks forward to the other tier to impose tax in that sphere. In matter of discharging such functions accompanied with public opposition, the responsibility should not be overlapping. Even the High Level Committee on Panchayati Raj of Gujarat (Zinabhai Darji Committee) after examining this matter has recently recommended that "the existing provisions for parallel taxation spheres among the Panchayats of all the threetiers should be annulled."¹

7.31 *People's participation.*—The initiators of the Community Development Programme had stipulated that ultimately "the Government's programmes with people's participation should be converted into the people's programmes with Government participation". While this slogan would remain a pious wish for a long time to come, it is a fact that real Community Development would not be brought about unless the community itself is also involved in its own development. People's participation which used to be 35% in 1956 when Community Development was at its zenith has now gone down to 8% of the total works/schemes implemented by the Panchayati Raj institutions. While it could be argued that the people should also participate in the financial implementation of a particular scheme in Panchayati Raj, the rural population of late has started complaining that when for many welfare schemes like hospitals, welfare centres, Colleges, Universities etc., in the urban areas, people's participation is not insisted upon, it is unfair to treat the rural area in this regard differently. The rural people have also now recognised that Community Development and Panchayati Raj has come to stay and whether or not

1. Report of the High Level Committee on Panchayati Raj, Government of Gujarat chapter 10, Para 10.4 Page 366.

they contribute towards the financial burden of various schemes, the schemes would still be undertaken. The people's participation has also gone down for lack of emotional involvement of the people in the skeleton schemes/works now being carried by the Panchayati Raj institutions. If more funds are allocated by the State and if the extension agencies alongwith the office-bearers of Panchayati Raj institutions, take some pains to correctly identify the feltneeds of the people, their implementation would certainly then bring about emotional involvement of the people and hence financial involvement also. There is always a danger that the felt-need of a particular village as assessed by the Extension Worker may not synchronise with the felt-need as seen by the people themselves. The Extension Officer should therefore adopt a two pronged approach. While acting as the "Friend Philosopher and Guide" of the villagers he should persuasively but unobtrusively assist the villagers in clearly visualising the priorities of their felt-needs. The Extension Worker should also be prepared to modify his own priorities of such felt-needs to suit the wishes of the villagers. Many well-formulated programmes have failed and foundered against the rock of resistance only because the people were not prepared to accept such programmes as their own. As a consequence, the various schemes even after being implemented have not been put to an optimum use, "That the villagers dig a well and do not use it should be a matter of greater concern than that they cannot be induced to dig one, or that they build a School house but do not send their children to the School."¹ It therefore follows that the people's participation should not only be confined at the implementation stage but should also be ensured at various other stages of a scheme which could broadly be the conception, formulation, planning, implementation and its followup or utilisation.

7.32 The elected representatives of the people should also realise that in the context of the acute financial stringency being faced by the State Government, the need of people's participation (in cash or kind) was at no time

more pressing than today. By involving the people, the elected representatives would not only supplement the financial requirements but would also simultaneously carry the actual functioning of Panchayati Raj to the very grass-roots and this by itself would revive the real, live and pulsating Panchayati Raj.



CHAPTER VIII

Budgeting and Accounting

8.1 Regarding the financial aspects of Panchayati Raj institutions, the High Power Committee's terms of reference are that it would suggest measures to be taken for "making Panchayati Raj Institutions financially viable and to enable them to mobilise the local resources". Regarding this, the High Power Committee's recommendations are contained under the head "Financial matters" in which detailed proposals have been made for making Panchayati Raj institutions financially more viable. Regarding budgeting and accounting, the Sadiq Ali Committee also besides making some broad recommendations, had interalia recommended that "a separate small working group may study in details the present accounting procedure and recommend new procedure and device simplified forms etc." ¹ Our committee also feels that a small working group may be appointed for this purpose.

8.2 While any detailed study of budgeting and accounting procedure is not included in the terms of reference of this Committee as well, following proposals are made:—

8.3 1. *P.D. Account*:—

- (a) At present the funds are directly transferred by the Government and the departments concerned to the P.D.Accounts of Panchayat Samitis and the Zila Parishads. With the proposed stronger Zila Parishad becoming the pivot of the administrative, developmental and financial administration of the Panchayati Raj Institutions of the district, it would only be proper that henceforth all the funds should be transferred to the P.D.Account of Zila Parishad and the Zila Parishad thereafter should transfer the

1. Report of the Study Team on Panchayati Raj 1964-Chapter 16, Para 16.49, Page 192.

necessary funds for the committed expenditure and schemes to the Panchayat Samitis.

- (b) The P.D. Account at the Panchayat Samiti level would still be necessary because of the following reasons:—
- (i) The Committee has separately recommended to retain the taxation powers of the Panchayat Samiti. If income through taxation or own resources of the Panchayat Samiti is to be deposited either in the Government Treasury or in the Zila Parishad P.D. Account, it would act as a disincentive to the taxation effort of the Panchayat Samiti.
 - (ii) Even as an executive agency of the Zila Parishad, the Panchayat Samiti would have to regularly incur substantial expenditure in the implementation of various schemes and the process of payment of such expenditure being made only at the district level and Panchayat Samiti drawing money from the district headquarters would be very cumbersome.
 - (iii) The same reason would also be applicable in case of disbursement of salary. Even at present the salary of teachers etc. is distributed at various pay-centres in the Panchayat Samiti area and therefore the Panchayat Samiti should have a separate account which it should independently operate.
- (c) It is also true that the recovery of various loans etc. of the Government after having been deposited back in the P.D. Account are in some cases being misused by being spent again by the Panchayat Samitis on account of salary or other liability. Sometimes, the departments also transfer insufficient funds even for committed liabilities. To safeguard against this it is firstly necessary that adequate funds should be provided for such committed

expenditures so that the Panchayat Samitis are not compelled to utilise the loan recovery amounts for this purpose and secondly it may be statutorily provided that the recoveries of various loans etc. may be deposited back in the separate account known as P.D. Account No. 2 which may be operated by the Panchayat Samiti only by a transfer entry to the Government, after ensuring that proper classification of Heads has been made in case of such recoveries. The Panchayat Samiti would not be competent to withdraw cash from this account and for this adequate statutory provision may be made in the Rules.

8.4. Financial irregularities pointed out by Examiner, Local Fund Audit and action against elected representatives as well as employees:—

8.5. The number of pending audit paras concerning Panchayats, Panchayat Samitis and Zila Parishads on 31-5-72 was 73,199. This staggering figure by itself is indicative of a very sad state of affairs in this regard. While in case of the Panchayats and Panchayat Samitis, the concerned Collectors are the controlling officers, in case of Zila Parishads the Director of Community Development and Panchayats is the controlling officer. The Examiner, Local Fund Audit has bemoaned that the controlling officers are not looking into these objections seriously which is the main cause for accumulation of such a huge number of audit paras. Both the officials and non-officials on the other hand also complain that they are subjected to unnecessary harassment for comparatively petty lapses. The truth however lies somewhere between these two extreme positions and can finally be ascertained only in individual cases.

8.6. To tackle this gigantic problem, following proposals are made :—

- (i) If things are to be improved, it is necessary that the backlog will have to be cleared at a rate much higher than that of the recurring cases of audit objections and therefore additional staff wherever

necessary must be provided. For loan accounts, one clerk may be provided in every Panchayat Samiti on an average of 3000 ledgers.

- (ii) All the 73,199 pending audit paras should be reviewed by the concerned authorities and routine, formal and comparatively minor matters where no malafide intentions are involved should be dropped. Unless this is done, it is very doubtful if these arrears can be cleared off completely. Thereafter the remaining cases should be pursued vigorously and final action taken against guilty persons whether official or non-official.
- (iii) No additional committee either at the State level or district level would be a solution to this problem. However under Development Department's Order No.F. Acctts/Estt/A/PD Enq/8903 dated 17-4-70, it was stipulated that the Additional District Development Officer in consultation with the Assistant Examiner, Local Fund Audit and the Vikas Adhikari concerned would review the various audit objections and may also take action for dropping such objection wherever justified. In the aforesaid order it was not made obligatory upon these three officers to meet at regular intervals. Also the responsibility of Additional District Development Officer (now Dy. Chief Executive Officer) for getting such a meeting convened was also not fixed. It would therefore be proper if a minimum of quarterly meeting is made compulsory for these three officials and the Dy. Chief Executive Officer who fails to organise such meeting, for no cogent reasons should be liable for disciplinary action.
- (iv) In case of Accountant General's Inspection Reports, the Director, Community Development & Panchayats Department is the controlling officer both for Zila Parishads and Panchayat Samitis. We recommend that the Director, Community Development and Panchayats should remain controlling officer

only for Zila Parishad in the case of Local Fund Audit and A.G.'s Reports and the Collector (now the Chief Executive Officer) should become controlling officer for Panchayat Samitis both in case of Accountant General and Local Fund Audit reports. This would be a more rational and systematic arrangement enabling both the officers to have a overall picture of the institutions they are expected to control for purposes of audit reports.

8.7. With the posting of the Gram Sevak as the Secretary of the Gram Panchayat, the Sarpanch should now not handle cash and it should now be handle by the Gram Sevak for which relevant provisions in the Act will have to be made. The Gram Sevak will open a Bank Account for the deposit of Gram Panchayat funds which would stand in the name of Gram Panchayat and would be operated jointly by the Gram Sevak and the Sarpanch. An imprest of Rs. 50/- may however remain with the Gram Sevak for meeting day-to-day contingent and other petty charges. The advance should be given by the Gram Sevak in instalments against valid vouchers after the sanction of the Gram Panchayat. The payment would be made by the Gram Sevak only after the attestation of the Sarpanch that the required work has been done.

8.8 There have been cases where money after having been received by the Sarpanch was handed over to other persons for executing the work as per decision of the Gram Panchayat but the money was thereafter not properly spent by such persons. Necessary enquiry should be held to ascertain and fix responsibility in such cases. Overall responsibility of the Sarpanch would however remain. For recovery of such loss from the Panch or the Sarpanch, instead of a dilatory suit, if some machinery for adjudication of the dispute raised by the Sarpanch or Panch for the claim made by Panchayat is provided in the Act itself and the liability is determined by a fair adjudication, such a provision may be made.

8.9. The Committee also wishes to recommend that there have been many cases of incomplete works where the amount given by the Panchayat Samiti has already been

spent but the people's participation has not been fulfilled. The Committee feels that audit objections should be dropped in such cases as no malafides are involved in these cases as the people's participation has not been achieved for many reasons on which no single individual has any control.

8.10 While the Shramdan would be most welcome if available either spontaneously or by persuasion, it has been brought to the notice of the Committee that coercion is sometimes used in this and therefore to check all such chances of misuse of Shramdan, it would be advisable that in future it may not be compulsorily insisted upon in various Schemes/ Works/ Projects. The State Government may like to approach the Government of India also in this regard in respect of schemes sanctioned by them.

8.11 In case of person who willfully neglects or refuses to comply with any requisition lawfully made upon him under clause (a) and clause (b) of sub-section 6 of the Rajasthan Local Funds Audit Act, 1954, proceedings under section 17(4) of the Rajasthan Panchayat Act should first be initiated and if such person again fails to comply with the second requisition subsequently, then alone, the Committee recommends, further action against him under Section 7 of the Rajasthan Local Fund Audit Act, 1954 may be taken.

8.12 The audit parties from the Local Fund Audit Department are the inspecting authorities and they usually find faults in the accounts of the Panchayati Raj institutions. It is only expected of them that their impartiality should be above board. It has been brought to the notice of the Committee that sometimes these parties not only accept but encourage lavish hospitality of the inspected institutions. While the institutions also should refrain from doing so, the Committee recommends that the audit parties should take the initiative in this regard and avoid accepting such hospitality.

8.13 The audit fee charged from the Panchayat Samiti and Zila Parishad at prescribed rates should be given as grant-in-aid by the State Government instead of the Panchayati-Raj institutions.

8.14 The Forms of accounts to be maintained in the Panchayat Samitis and Zila Parishads should be prescribed in consultation with the Examiner, Local Fund Audit Department.

8.15 Very heavy amounts are outstanding against the elected representatives of Panchayati-Raj bodies. This has neither brought good name to the people's representatives nor do they feel confident enough to persuade others to clear off their arrears as they themselves have not cleared their own outstandings. The Committee therefore recommends that the default of payment of Panchayati-Raj Institutions, loans, taxes and any other dues should be treated as a disqualification for persons contesting for the membership of the Panchayati-Raj Institutions. While the committee would so much wish that even during their tenure, the elected representatives should clear all such dues within the stipulated time they should atleast at the time of fresh elections, if not before, be made to clear all the dues before they can contest such elections.

8.16 It has also been brought to the notice of the committee that substantial amounts are outstanding over dues against the cooperative societies. For short-term loans nearly four crores and for other kinds of loans nearly one crore rupees are over-due. Worse still, the cooperative societies do not appear to be keen for its repayment. To solve this complicated problem, the committee recommends that outstanding loans of Panchayat Samitis against the cooperative societies should also be taken into account while considering the future applications of such societies by the Cooperative Banks for determining their credit limit.

8.17. There appears to be no panacea for the problem of "no-action" against elected representatives responsible for irregularities as also against officials who are 'protected' by delaying tactics. This problem is being evidenced under the Rajasthan Civil Services (Classification, Control and Appeal) Rules, 1958 where the delinquents always case of Education Department's funds, for the last two years

try to prolong the enquiry by delaying tactics. Perhaps the only solution of these problems is a dogged determination to cleanse the Augean-stables with a firm hand by resisting all pressures either from the officials or the non-officials in this regard.

8.18 The various Forms and procedure of budgeting and accounting should be simplified as far as possible and should be such so as to be intelligible particularly at the Panchayat level.

8.19 The accounts personnel should not only be adequately trained in accounts matters but they should also be re-oriented to work in the context of Panchayati-Raj. If the Panchayati-Raj institutions are to play an effective role in the rural development, the accounting norms would have to be a little liberal, and promptitude rather than procrastination-oriented so that the smooth implementation of various schemes may not founder simply because of the accounts-wing of these institutions. A liberal and constructive accounts approach should however not be taken as a licence for any misuse or abuse of financial powers where the accounts personnel should certainly act as a watchdog of financial interests.

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8.20 The present procedure of allocation of funds to the various Panchayat Samitis is that the demands from the various Panchayat Samitis are initially collected by the Departments concerned (Agriculture, Animal Husbandry, Social Welfare etc.), and thereafter on the basis of their own budget allocations for the year, funds are allotted to the various Panchayat Samitis. On receipt of a copy of this allotment letter from the department concerned, the Development Department thereafter approaches the Finance Department which issues a sanction for the transfer of such funds to the P. D. Account of the Panchayat Samitis. This sanction of the Finance Department has to be further authenticated by Accountant General's authorisation on the basis of which the Treasury Officer concerned transfers the necessary funds to the P. D. Accounts of the Panchayat Samitis and the Zila Parishads as the case may be. In

the Development Department instead of Education Department initiates the process of allocation of necessary funds. There are many reasons for delay in the ultimate transfer of funds some of which are enumerated as below:—

- (i) The requirements of funds are usually sent by Panchayat Samitis very late and unless all such requirements are collected by the department, the later is not in a position to allot funds.
- (ii) Even the requirements on account of salary etc. are not correctly worked out so as to include the increase in pay-scales and D. A. etc.
- (iii) There have also been delay in the Finance Department in issuing sanction.

Following proposals are made in this regard:—

- (i) Under rule 12 of the Rajasthan Panchayat Samitis and Zila Parishads (Financial Account and Budget) Rules, 1959, a budget calendar for the preparation and sending of budget by the Panchayati-Raj institutions has been provided. The Committee recommends that this time-schedule should be adhered at every stage and there should not be any delay in this regard.
- (ii) Every year, the requirements should be closely scrutinised so that the increase on account of additional D. A., increase in Pay-scales etc. may be duly reflected therein.
- (iii) One of the reasons for delay in F. D. for the issue of sanction is that piecemeal proposals are sent by the departments concerned. It would be advisable if consolidated proposals are sent to the F. D. as far as possible.

8.21 We have separately decided that the Zila Parishad may frame District plans. In order to ensure that these District plans while becoming a mirror of people's



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CHAPTER IX

Training

9.1 The need for right type of training at regular intervals both for officials and non-officials engaged in Panchayati-Raj cannot be over-emphasised. Training provides an investment in human-beings and therefore the time, money and energy spent over this is bound to pay rich dividends inasmuch as the human tools for achieving social change and economic growth, during the process of training get not only sharpened but also remoulded to suit the everchanging need both of the environment as also the society. Training is needed to assist the personnel engaged in Panchayati-Raj to adopt themselves not only with environmental changes but also to learn new skills and techniques and to imbibe new attitudes and behavioural pattern. In the context of technological advancement in agriculture and animal husbandry, even though the VLW would continue to be a multipurpose functionary, it is further necessary that the personnel engaged in Panchayati-Raj are also intermittently brought up-to-date with the necessary technical knowledge.

9.2 Training besides being an investment in human-beings (who are trained) has also a multiplier effect by carrying the message of training, through those trained, to many more persons who have not been able to come to the Training Institutions. Training also bridges the gap between policy and performance, projects the plan of the organisation, develops an empathy among the entrants and serves as a protective cover for perpetuating traditions of a particular organisation. It is also necessary because it is a means to reduce obsolescence among the personnel of an organisation in the face of relentless technological innovations. Even in developed countries like Canada where the Member-Secretary of this Committee had gone for training in 1971-72, the training aspect in all organisations is given the utmost attention and an endeavour is made to ensure that the

standards of training are at all times kept very high. In developing countries such as ours, the crucial role the training can play specially in the working of Panchayati-Raj institutions just cannot be ignored.

9.3 The training for personnel engaged in Panchayati-Raj institutions of Rajasthan is organised by the Training wing of the Community Development and Panchayats Department which is headed by the Director of Training.

9.4 *State Institute of Community Development and Panchayati-Raj.*—There is a State Institute of Community Development and Panchayati-Raj (formerly known as Tribal Orientation and Study Centre) at Udaipur. This institution was formerly run by the Ministry for Community Development but in 1967 it was transferred to the State Government and has recently been renamed as the State Institute of Community Development and Panchayati-Raj. The courses organised at this Centre are as follows :—

- (1) General Course (two weeks) for orientation of Vikas Adhikaris, Extension Officers, District Level Officers, Pradhans, Chairmen of Standing Committees, Members of Zila Parishads.
- (2) Job Course (two months) for newly appointed Vikas Adhikaris having an experience of 6 months working in the field as Vikas Adhikari.
- (3) Tribal Orientation Course (two months) for Block functionaries of Tribal Development Blocks.
- (4) Special Course including orientation course for Education Extension Officers in the field of Social Education.

9.5 *Panchayati-Raj Training Centres.*—During the Third Five Year Plan period, there were 10 Panchayati-Raj Training Centres for training the non-officials but as a measure of economy, five centres were closed in 1967 and two more in 1969. In 1972-73, two more centres functioning at Jaipur and Mandore have also been closed and merged with Gram Sevak Training Centres at Sawaimadhopur and Mandore respectively. At present there is only one non-official (but cent-per-cent aided)

Panchayati-Raj Training Centre functioning at Dabok (Udaipur). The Committee after giving serious thought to the question of Panchayati-Raj Training Centre being run by a non-official institution has come to the conclusion that there is no logic in keeping such centres with a non-official agency. The non-official agency has not necessarily performed better than the officially run training centres. Also the present situation has the additional disadvantage of the Development Department's limited control over such institution run wholly by a non-official agency. We, therefore, recommend that the centre may be taken back in the State Sector.

9.6 Members of Panchayat Samitis, Sarpanchas, Up-Sarpanchas, Chairmen and members of Nyaya Panchayats, Panchas and Panchayat Secretaries are getting training at the Dabok centre as also Gram Sevak Training Centres at Sawaimadhopur and Mandore where the reduced staff from the former Panchayati-Raj Training Centres at Jaipur and Mandore have been sent. While due to economy measures, out of the 10 Panchayati-Raj Training Centres which were initially functioning, as many as seven have already been closed and two centres already merged with the Gram Sevak Training Centres, only one full-fledged Panchayati-Raj Training Centre is now functioning at Dabok. On the completion of fresh elections after a long interval of nearly 9 years, the training programmes of non-officials would certainly have to be boosted up as thousands of non-officials (the majority of whom may be fresh entrants) would be elected to the Panchayati-Raj institutions and would have to be trained. The Committee therefore visualises that there would be a need to re-start the various Panchayati-Raj Training Centres which in the previous years have been successively closed down.

9.7 *Gram Sevak Training Centres.*—During the Third Plan period there were 5 Gram Sevak Training Centres out of which one functioning at Tilonia has been closed in 1967 and the remaining four Gram Sevak Training Centres are now functioning at Kota, Sawai-Madhopur, Garhi and Mandore. Centres at Sawai Madhopur and Kota have been upgraded for undertaking one year's specialised training of Gram Sevaks with atleast five years' experience besides the two years' regular training which is being imparted at all

the centres to the Gram Sevaks soon after their recruitment. 20 days' refresher course for Gram Sevaks and 12 days' Youth Workers' training is also organised at these centres.

9.8 *Gram Sevika Training Centres.*—Two such centres are being run at Kota and Mandore. After the abolition of the post of Gram Sevikas, lady teachers of the Primary Schools, are being trained in 2½ months' course besides the two weeks orientation training given to the members of Mahila Mandals and Gram Kakis.

9.9 From the above brief account of various Training Centres, it would be evident that while a number of institutions have of late been closed down due to economy measures, even the existing infra-structure for the training of personnel engaged in Panchayati-Raj institutions is fairly elaborate. Sadiq Ali Committee while going into this question had observed that "Our training programme leaves much to be desired"¹ and also that "the training centres should not be dumping grounds of departments. We feel constrained to say that enough attention has not been paid to this aspect so far".² The functioning of the various Training Institutions has, if at all, worsened thereafter. From the information pertaining to the number of officials and non-officials trained during 1971-72 at various training institutions furnished by Development Department, it is clear that the intake capacity of the various centres was not utilised in full. Not only was the staff of the Training Centres not sufficiently occupied but even the quality of training has left much to be desired. The Gram Sevak's representatives who met the High Power Committee were also quite critical about the quality of training imparted to them.

9.10 The Committee has discussed the question of training in its entirety and makes the following recommendations:—

9.11⁽¹⁾ In view of the unique importance of training both for officials and non-officials, it is imperative that

1. Report of the Study Team on Panchayati-Raj 1964, Chapter 20 Para 20.7 Page 220

2. Page 227—*ibid.*

trainers may be persons dedicated to their job with a missionary zeal and should be able to inspire emulation. Our Training Centres today are languishing mainly because of concerned departments' apathy towards deputing good persons on the staff. The situation can be improved only if the Development Department has the final say in selecting these persons.

9.12(2) To attract the necessary talent to Training Centres, persons posted in these centres should be given sufficient incentives as also the facility of free house. To get suitable persons, the range of choice may be widened so that even the deserving but comparatively junior persons may be selected and get a substantial jump in matter of emoluments and status as has been done in case of recruitment of Project Officer under the Agriculture Special Schemes.

9.13(3) In respect of the training of the staff posted in Panchayati Raj, the Development Department should formulate the training programmes in case of officials on deputation to Panchayati-Raj and in case of officials appointed by the District Selection Board or the State level Panchayati-Raj Services Commission, the Chief Executive Officer should formulate their training programme.

9.14(4) The syllabi should be brought up-to-date and should be taught very comprehensively and not cursorily. In future also, the syllabus should be reviewed periodically, say after every five years.

9.15(5.) The work-load of the staff posted in the Training Centres today does not keep them gainfully employed or occupied. The number of courses arranged annually should not only be increased but the pattern of training should also be made more diversified so as to incorporate a greater sprinkling of Refresher courses, Orientation courses and Seminars etc.

9.16(6) The training of non-officials in particular should be organised during periods other than peak agriculture sessions.

9.17 7 Besides the existing Daily Allowance, the facility of free food being already arranged for non-officials at these training centres should continue. D.A. should however be increased in certain cases as recommended under the head of "Honorarium, and D.A. to non-officials"

9.18 8 Training should also include programmes for recreation and sight-seeing so that the programmes may become attractive enough as a package deal and persons deputed for such training may then feel encouraged rather than diffident to attend such courses. The content of training should be such that it should overcome the traditional apathy of trainees towards training. For this following further proposals from S. No. 9 to 13 are made:—

9.19 9 The syllabii as also the method of training should be problem-oriented rather than book-oriented.

9.20 10 The books and materials necessary for training and covering the syllabii should be made available in simple Hindi so that it may make some sense for Gram Sevaks, teachers and other non-officials not well conversant with English or even high sounding Hindi.

9.21 11 Sufficient attention should also be given on the orientation of aptitude and attitudes of the trainees besides imparting them the other requisite knowledge.

9.22 12 While officials and non-officials engaged in Panchayati-Raj need intermittent training, the trainers themselves also need a trainer's training and such programme should also be regularly organised in collaboration with the Harish-Chandra Mathur Institute of Public Administration.

9.23 13 There should be a growing traffic between the Director of Training and the Harish-Chandra Mathur State Institute of Public Administration. While the Director of Training should remain separate, he and the other trainers of various Institutions should always draw upon the rich experience and material available with the State Institute of Public Administration.

9.24(14) While there is a statutory provision in section 16(cc) of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 regarding the non-officials to compulsorily attend training courses in which they are deputed, there is no similar provision for the officials. It can be said that the officials are always bound to carry out the orders of the Government/ superior officers and therefore they also are equally obliged to attend courses as and when deputed. It is however, well known that some of the officials deputed to Training Centres also usually manœuvre to get such deputation orders cancelled. To counter this sad state of affairs, we feel that the performance of an official trainee during the training courses should also be somehow tagged with his career development. To start with, it could be provided that an overall excellent performance of a trainee during a Training course as evaluated by the Principal should be recognised by the grant of one grade increment without cumulative effect. With this incentive, majority of the officials would then form a beeline for being trained. If steps are simultaneously taken to select the right type of personnel to man these training centres, within 2/3 years the fruits of such wholesome training would surely be evidenced in the reoriented outlook of the trained officials in the field. As a corollary of the above incentive to be given for exceptional performance during training, it may also be provided that if an official does not undergo training within a specified period (say 2 years) after he has been required to undergo such training, his one grade increment should be stopped without cumulative effect. This would be quite consistent with the existing Government policy about the importance of training as reflected from various circulars issued by the Government from time to time.

9.25(15) While it has already been decided to keep the Patwari's institution separate and independent, the Committee feels that in order to make this official more responsive and responsible to Panchayati-Raj institutions it would be necessary that in the syllabus of his training at the Patwar Training School, a separate chapter should be incorporated on Community Development and Panchayati-Raj and Patwari's role therein and he should be required to pass a separate paper on the subject. As a corollary, in the syllabus of two years' training for Gram Sevaks also, a provision should be made for

imparting elementary knowledge of revenue administration to the Gram Sevak.

9.26(16) The bulk of Panchayat Samiti employees is accounted for by teachers whose total number is reported to be 37461. It has been brought to the Committee's notice that at present the Panchayat Samitis do not take any effective steps to improve the standard of teaching and there are hardly any programmes in Panchayat Samitis by which Primary School teachers may be induced to improve the quality of teaching. The Education Department has made provision for refresher training courses of Primary School teachers but experience shows that Panchayat Samitis are very reluctant to send teachers for such courses inspite of necessary directions having been issued from the Community Development and Panchayats Department. As a consequence, the teachers in Panchayat Samitis do not get an opportunity to imbibe new ideas and teaching is carried on in a routine old fashioned manner. In the new set-up that we are now recommending, the Inspector of Schools (or the District Education Officer) would also control the Primary School teachers through the Vikas Adhikari. It is therefore proposed that for organising Workshop and Refresher courses for Primary School teachers with the objective of bringing improvement on the quality of teaching, the Inspector of Schools (or the District Education Officer) should be given a specific responsibility as also authority to depute Panchayati-Raj teachers also and those failing to carry out such orders should face stoppage of grade increment as already mentioned above. This deterrent provision should be applicable in case of training of other officials also.

9.27(17) After the administrative control of the concerned District Level Officers is transferred to the Zila Parishad, it would also be necessary to chalk out a phased programme under which the District Level Officers also should be required to undergo a re-orientation course either at the Udaipur Institute or Harish-Chandra Mathur State Institute of Public Administration. This course should basically aim at the attitude and aptitude building, the coordinational role of the District Level Officers in the context of Panchayati-Raj and a working knowledge of various Acts and Rules; Seminars and discussions, small Workshops, Role-plays and Writing assignments etc. Unless these official-leaders at the district level

are adequately reoriented, it would be difficult for them to lead their team in the right direction.

9.28(18) The National Institute of Community Development at Hyderabad is organising orientation courses both for senior officials and non-officials and has two wings, one devoted to the training and the other to study and research. This Institute is doing good work in the field of orientation and research. The Committee wants to point out that a greater utilisation of this Institute should be ensured by sending regularly sufficient number of officials and non-officials for various orientation courses arranged by the Institute. Persons engaged in Panchyati-Raj in Rajasthan during their training at Hyderabad would also have a rare opportunity of meeting their counter-parts from other States and this would give a new dimension to various problems confronting in their field of operations by cross-checking their various ideas/problems with other similar practitioners functioning elsewhere in the Country.

9.29(19) The staff of various Training Institutions in the State should have an opportunity at regular intervals to meet each other and exchange ideas. This would greatly improve their working. Such Exchange of Experience courses should be organised by turn at various training centres.

9.30(20) To inculcate a healthy competition amongst various training centres, the idea of starting an annual competition with some trophy or prizes may be tried and competitions may be held after ensuring quantifiable norms which may cover the various aspects of the Training Institutions.

CHAPTER X

Supervision and Control and Delegation of Powers.

10.1 The concept of democratic decentralisation would remain only a pious ideal unless in its actual working, it is placed on a sound footing and its processes provide an inbuilt mechanism of checks and balances by which while the various tiers of Panchayati-Raj enjoy the necessary autonomy in their specified spheres, they are also made responsible for the misuse or abuse of such autonomy. Powers and answerability should go together. Besides, the State itself has the responsibility to ensure that the powers delegated by it are exercised properly. The State Government, therefore, has to ensure that the Panchayati-Raj institutions not only grow as units of Local Self Government but their growth is on the right lines. The various provisions of supervision and control therefore are beneficial to all concerned including the State Government, the Panchayati-Raj institutions and the general masses as well. Instances of misuse of power have of late increased and a fresh look in the existing provisions of supervision and control is therefore necessary. Sadiq Ali Committee which had also gone into this question observed as follows:—

“The existing provisions about control and supervision are considered to be deficient or inappropriate in the following respects:—

1. The powers of supervision and control are concentrated at the State level. It usually becomes impossible to take prompt action. By the time action is taken, the position altogether changes and the action is generally rendered infructuous.

2. The powers of disciplinary action against the elected representatives vest in the State Government at

present. Here again prompt action is not taken due to increased volume of work and distances involved.

3. The machinery for audit has not proved to be adequate to ensure continuous guidance as well as checking. The progress about compliance of audit objections and action about irregularities has been rather slow.”¹

10.2 While agreeing completely with the deficiencies pointed out by the Sadiq Ali Committee which by the lapse of time have only become more acute, we feel that the following deficiencies in the matter of supervision and control also cry for a solution:—

(a) The powers of disciplinary action against defaulting officials engaged in Panchayati-Raj today vest in the people’s representatives which has resulted in many complications. The committee has however separately recommended a single line of control in these matters and therefore this by itself would improve the situation in this regard.

(b) Even the existing powers of supervision and control at the local level are rather vague as also ineffective. To cite only one example, the Additional District Development Officer, who under the general control of the District Development Officer is incharge of Community Development and Panchayats Department at the district level, does not have sufficient statutory powers under the relevant Acts and Rules. The Committee would not be surprised if a Panchayat Samiti under the existing section 68 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 may refuse the Additional District Development Officer even to inspect the Panchayat Samiti much less to visit any School, hospital, dispensary, Vaccination centre, Poultry farm etc., run by the Panchayat Samiti or to inspect any registers or documents of the Panchayat Samiti. This obviously is a ridiculous situation and necessary amendment in the Act and Rules should therefore be made. To solve this burning problem of specific responsibility not accompanied with specific power faced

1. Report of the Study Team on Panchayati-Raj—Chapter xviii, Para 18.6, P. 207.

by Additional District Development Officers, today, it would be necessary to amend the definition of District Development Officer (now the Chief Executive Officer) so as to include the Additional District Development Officer (now the Deputy Chief Executive Officer) also. This would mean that the Deputy Chief Executive Officer should exercise all the powers of Chief Executive Officer in the latter's absence. Whenever the Chief Executive Officer however is present, the Deputy Chief Executive Officer would not exercise former's powers.

(c) For further decentralising the powers of supervision and control from the state level to the lower level, the Sadiq Ali Committee had recommended for the establishment of District tribunals and State Tribunal. These tribunals would not be an answer to the problem as they would consist of many persons and even the organisation of meetings of such a tribunal may not be an easy affair as has already been experienced in case of meetings of the present District Establishment Committees and the District Service Selection Commission. In the following paragraphs the Committee therefore makes various proposals for the delegation of powers of supervision and control in which it has been proposed that some of the powers may either be delegated to the Chief Executive Officer or the Divisional Commissioner (the post the Committee has separately recommended to be revived) or the Zila Parishad.

10.3 One of the terms of reference for this Committee is to suggest delegation of powers of hearing appeals under the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 and the Rajasthan Panchayat Act, 1953 at present vesting in the State Government to lower level i.e. the Collector.

10.4 Though the Committee has been asked to suggest delegation of powers of hearing appeals which at present vest in the State Government, the examination of both the Acts as also the relevant record of the Community Development and Panchayats Department reveals that even the original powers vested in the State Government under the various sections of these two Acts are normally not exercised *suo moto*,

but only when some aggrieved person/persons come in appeal against some act of commission or omission at the lower level and want it to be modified. The following proposals would therefore cover the original powers also vested in the State Government.

10.5 *Rajasthan Panchayat Act, 1953*.--While under sections 5,9,10,67,83A,83B,83C and 83D of Rajasthan Panchayat Act, 1953, the Collector has the original powers regarding demarcation of wards, preparation of electoral rolls, and other matters, he has been delegated various powers under sections 8, 15 (a) (1) (v) (c), 17 (4), 20, 27, 65 (b), 71, 72 (2), 75, 77, 80-(2) and 84 (4). There is a Redelimitation Committee consisting of Chairman, Board of Revenue as Chairman, Development Commissioner as member and Director, Community Development & Panchayats- as Member-Secretary to whom the powers under Sections 3, 4, 86 & 86 (A) and 87 (2) have also been delegated. The Additional District Development Officer has also likewise been delegated powers u/s 17(3), 18, 19, 27 (g) and 77 of the Act and the District Judge u/s 17 (5) and 27 (g).

10.6 Following further proposals for delegation of powers to Collectors/Chief Executive Officers are made:—

(1) Powers vesting in the State Government in Sections 7, 9 (A), 25, 27B, 70, 70 (A), 70 (B), 72 and 73 should not be delegated to the Collectors as these powers are too vital and the State Government should continue to exercise these powers.

Under Section 17 of the Rajasthan Panchayat Act, while powers of removing the Panchas have already been delegated to the Collectors, similar powers in case of Up-Sarpanchas and Sarpanchas even now vest in the State Government. This is an unnecessary burden which the State Government have taken upon itself. At present there are 1318 cases (661 preliminary inquiry cases, 657 Departmental Inquiry cases) pending against the Sarpanchas. The Committee recommends that while these powers of the State Government may now be delegated to the Executive Committee of the Zila Parishad, the appeal against the decision of the Executive

Committee should lie with the State Government. In case of Panchas, the existing powers of the Collector should now be given to the Chief Executive Officer.

10.7 Under Section 70 (A) of the Rajasthan Panchayat Act, 1953 in place of the words "Panchayat Samitis" the words "Zila Parishads" may be substituted. In the proposed set-up, Zila Parishads would now be very strong and therefore the general supervision over the affairs of the Panchayats may now be delegated to the Zila Parishads by the State Government.

10.8 Under the proviso of sub-section 6 of section 27 (c) of the Act, it has been laid down that if the members of a Nyaya Panchayat "fail to so elect the Chairman within the specified period, the Officer-in-charge of Panchayats shall appoint one from amongst the members to be such Chairman". These existing powers of Director of Community Development & Panchayats should have been delegated long back to the Collector. In the proposed set up, however, the Committee has decided to abolish the Nyaya Panchayats. The question of delegation in this regard would, therefore, now not arise.

10.9 Under Section 62(2) of the Act "the Panchayat fund shall be lodged in a Government treasury or a sub-treasury or in a Post Office Saving Bank or in a Scheduled Bank approved by the State Government." Such routine references need not come to the State Government and the approval of the Chief Executive Officer in such cases should suffice. Such fund may however also be lodged in a Co-operative Bank.

10.10 Under Section 65(C) of the Rajasthan Panchayat Act, 1953, the powers of suspending the levy or imposition of any tax or fee or rescinding such suspension vest in the State Government. When powers of hearing the appeal of a person aggrieved by such assessment, levy or imposition of any tax or fees have under Section 65(b) already been delegated to the Collectors, it is only logical that the collateral power under Section 65(c) should also likewise be delegated to the Collector (now the Chief Executive Officer).

10.11 Under Section 74 of the Rajasthan Panchayat Act, the Director, Community Development and Panchayats has

been declared as the Officer-in-charge of Panchayats. The proposed Chief Executive Officer of the Zila Parishad should henceforth be the Officer-in-charge of Panchayats falling within his jurisdiction due to the following reasons:—

(a) The present officer incharge of Panchayats (D.C.P.) is also Special Secretary to Government and therefore an integral part of State Government itself. The Officer in-charge of Panchayats should however be a different authority who should function under the general direction of the State Government through the Director of Community Development and Panchayats.

(b) When in most of the other relevant sections the powers of the Officer in-charge Panchayats have already been delegated either to Collector or the Additional District Development Officer, the provisions contained in Section 74 have already more or less become redundant.

(c) With the statutory powers of Chief Executive Officer over the Panchayats (which also exist in Maharashtra) the Zila Parishad's control over the Panchayats would also become more effective.

10.12 Under Section 69 of the Act, the State Government has been declared as "the Chief Controlling Authority" in respect of all matters relating to administration of Panchayats. There is, however, no similar provision in the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959. The Committee, therefore, recommends that a similar provision designating the State Government as "Chief Controlling Authority" in respect of Panchayat Samitis & Zila Parishads may also be made in the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959.

10.13 *Rajasthan Panchayat Samitis and Zila Parishads Act, 1959.*—Under Section 39 of the Act, the Collector has the original powers and under Section 80(3) he has been delegated powers for sanctioning the bye-laws of the Panchayat Samitis. The Committee recommends that the existing powers of the

Collector under section 39 may now be given to Chief Executive Officer and delegated powers of the Collector under Section 80(3) may now be given to the Zila Parishad.

10.14 Powers under Section 40 (to remove Pradhan, Up-pradhan and the members of the Panchayat Samiti) should continue to vest in the State Government. The powers under Section 66(a) at present vesting in the State Government should, however, continue to remain with the Government only in respect of Zila Parishads but in case of Panchayat Samitis these powers may now be delegated to the Zila Parishads.

10.15 Under section 16(2), the powers of declaring the Pradhan or the member of the Panchayat Samiti to be ineligible for any of the reasons specified in sub-section (1) of section 16 at present vest in the State Government. In the Committee's opinion these powers should continue to remain with the State Government.

10.16 Under Section 66 of the Act, even at present the Collector has been delegated the powers of finally cancelling the resolutions of Panchayat Samiti pertaining to the agriculture production programmes. In case of other resolutions, the Collector is empowered to suspend their operation. While the proposed Chief Executive Officer would have the present powers of the Collector in this regard, in the context of the proposed weaker Panchayat Samiti tier and stronger Zila Parishad tier, it is only logical that the Zila Parishad should have the power of cancelling any resolution of the Panchayat Samiti after ofcourse following the necessary procedure of giving the Panchayat Samiti a reasonable opportunity of being heard as provided in sub-section (2) of Section 66 of the Act.

10.17 The present powers of Collector under section 68 should now be transferred to the Chief Executive Officer and the Collector should now not have such powers.

10.18 Under sub-Section 3 of Section 80 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 "no bye-law made by a Panchayat Samiti or a Zila Parishad shall take effect unless it is sanctioned by the State Government,"

The Committee recommends that while bye-laws made by the Panchayat Samitis may take effect after the approval of the Zila Parishad, the bye-laws made by the Zila Parishad may take effect after the State Government have sanctioned the same. The sanctioning of the bye-laws of the Panchayat Samiti by the State Government is an un-necessary burden which should be delegated.

10.19 While examining the Act, one anomalous situation was found. While under Section 40 of the Act, the State Government has powers to remove Pradhan or Up-Pradhan or a member of the Panchayat Samiti who wilfully omits or refuses to carry out the orders of the State Government for the proper working of the Panchayat Samiti or abuses the powers vesting in him or is found to be guilty of misconduct in discharge of his duty etc., it is surprising that there is no similar provision in case of Pramukh, Up-Pramukh or the member of the Zila Parishad. It is not known whether this omission was accidental or deliberate. If it was deliberate, the only reason could be that the Zila Parishads in the present set-up have no executive functions to perform and therefore it was stipulated that the question of any misuse or abuse of authority would never arise. While there should have been a provision in the Act to meet even a rare contingency, in the set up proposed by the Committee, the Zila Parishad would be the stronger tier with many vital executive functions to perform. It is, therefore, but natural that there are bound to be some cases of misuse or abuse of such executive power. Therefore the Committee recommends that provision similar to Section 40 of the Act may be made in case of the Pramukh, Up-Pramukh and the members of the Zila Parishad also. These powers should however remain with the State Government and should not be delegated to any one else.

CHAPTER XI

Gram Sabha

11.1 Democratic decentralisation would not be complete unless this decentralisation goes to the grass-roots. The Democracy at the grass-root cannot blossom without an active involvement of the Gram Sabha. While in Rajasthan people wishing well of Panchayati-Raj have been emphasising time and again the importance of an active Gram Sabha and the need for the Sabha providing a sound sustenance for the functioning of the three tiers of the Panchayati-Raj, the word 'Gram Sabha' as such ironically does not find any place either in the relevant Act or Rules. Section 23(a) of the Rajasthan Panchayat Act, 1953, provides that "every Panchayat shall convene in such manner and at such time and intervals, as may be prescribed, the meeting of all adult residents of the Panchayat circle. At such meeting the programme and works undertaken by the Panchayat and their progress shall be explained and the views of the residents thereon shall be reported to the Panchayat at its next meeting".

11.2 It is well known that the Gram Sabhas in Rajasthan have functioned more on paper than in reality and besides various other reasons like the lack of secretarial assistance, illiteracy, ignorance and apathy of the villager, indifference of the Sarpanch, unsuitable timings and lack of proper publicity etc. the more important reason for the inaction of the Gram Sabhas is the absence of any specific and effective functions which the Gram Sabha is supposed to perform. Even more important than this is the lack of a right approach towards understanding the villagers and their problems. Shri B. Mehta, the former Chief Secretary to the Government of Rajasthan while delivering a talk at the State Institute of Community Development and Panchayati-Raj, Udaipur stated in 1969 that the villagers are "conservative and refuse to adopt new ways unless convinced by demonstration and example. They are very slow to take a decision, which they

consider to be their own, they will implement it, however difficult the progress be. They will participate only if we do not give them the impression that we want to impose something on them. They are averse to hearing speeches; they have almost lost faith in them. They do not react favourably, if their view-point or their problems are not given due attention. They must talk of their felt-needs and their problems even though these points may be unrelated to the point under immediate discussion. If we want to succeed we should not avoid discussion on these points by saying that they are not relevant to the subject under discussion. The point raised should not only be heard sympathetically but an effort should be made to give a satisfying reply. Bluffing or vague replies would complicate matters.' If information is not readily available it may be better to say so in plain words. Efforts should, however, be made to collect it before they again meet".¹ These words lucidly portray the working of the mind of a villager in the Gram-Sabha meetings.

11.3 To activate the Gram Sabha and make them more effective, the Committee makes the following recommendations:—

11.4 (1) The Gram Sabhas in Rajasthan should be given a statutory recognition as already done in Gujarat where under the Gujarat Gram Panchayats (Gram Sabha Meetings and Functions) Rules 1964, not only the Gram Sabha has been recognised statutorily but a detailed procedure for holding its meetings has also been laid down.

11.5 (2) It should be made compulsory on the part of V. L. W. cum-Panchayat Secretary to attend every meeting of such Gram Sabha. The Extension Officers and the Vikas Adhikaris should also be required to attend these meetings and for the Sarpanch it should be statutorily necessary to attend such meetings. His failing to do so continuously for say, three consecutive meetings should render him disqualified to remain Sarpanch. It is in fact his prime responsibility to organise such meetings and some statutory disability should accrue on his failing to carry out this responsibility.

11.6 (3) The timing of the Gram Sabha meetings should be such so as not to synchronise with the sowing or harvesting seasons and the two meetings every year may therefore be convened in May-June and December-January respectively.

11.7 (4) The apathy of the common man towards active participation in such meetings would only be gradually overcome. In fact much would depend as to how much interesting the programme of such meetings is in store for him. No quorum of such meetings should however be insisted upon.

11.8 (5) The Patwari should also compulsorily attend all the meetings of the Gram Sabha. It is well known that most of the problems of the villagers pertain to the Revenue Department and therefore, with greater responsiveness of the Patwari (which at present is unfortunately lacking) the deliberations of the Gram Sabha meetings in the presence of Patwari would be more fruitful.

11.9 (6) Various activities which by rules or otherwise are conducted in a Mazme-e-Aam (like the attestation of mutations etc.) should also be conducted during the Gram Sabha meetings. Such actions which are also to be conducted in the Mazme-e-Aam need not however be postponed till the time the Gram Sabha meets and may be completed in accordance with the provisions of law but thereafter the fact of their completion should also be read out in the Gram Sabha meeting.

11.10 (7) In Gram Sabha meetings, instead of inflicting speeches on the residents, the audience should be encouraged to ask questions pertaining to the activities of the Panchayat after the last meeting of the Gram Sabha and the Sarpanch and the Panchas present should try to satisfy the questioners.

11.11 (8) The record of deliberations of a Gram Sabha meeting should invariably be put up and considered in the next meeting of the Gram Panchayat and the Gram Panchayat's decision or follow-up action thereon should likewise be placed and discussed before the next meeting of the Gram Sabha.

11.12 (9) The tours of the Gram Sevaks, Extension Officers, Vikas Adhikaris, D.L.Os., Chief Executive Officer etc. should

be planned in such a way that they may synchronise with the Gram Sabha meetings of the area.

11.13 (10) Besides the Gram Sevak and the Patwari, the teachers should also compulsorily attend the Gram Sabha meeting.

11.14 (11) Tehsildar and Naib-Tehsildar should also attend these meetings and the S.D.O. should attend whenever possible.

11.15 (12) The Gram Sabha should also discuss and evaluate besides the decisions regarding mutations etc., the extension work done by the Extension staff.

11.16 (13) Till the time the common man's interest has been fully aroused to participate in the Gram Sabha, it would be necessary that there are not only some attractive programmes in such meetings (like Film shows, Folk songs, Puppet shows etc.) but an intensive advance publicity is also given regarding this meeting at least a week before and thereafter this publicity should again be repeated a day before such meeting. It may, however, be specifically provided that it would be the Gram Sevak's personal responsibility for ensuring that the Gram Sabha meetings are timely convened.

11.17 (14) While the Gram Sabha can not have any executive functions to perform, it should function more or less like the Parliament to which the Government of India and the Central Cabinet has a specific answerability. The Panchayat area plan, review of the implementation of various decisions of the Gram Sabha, the working of the village school and other matters of common interest like village pastures, village tanks, common wells etc., Gram Panchayat budget, preparation of the Village Production Plans etc., should be discussed in the Gram Sabha meetings. Their functioning would be meaningful only if the twin objective of the average villager's active participation in such meetings with a sense of belonging to the village as also the reflection of the Gram Sabha's aspirations in the working of three-tiers of Panchayati-Raj is achieved. Mahatma Gandhi had stated "My idea of village Swaraj is that it is complete republic independent of its

neighbours for its vital wants and interdependent for many others in which dependence is a necessity This panchayat will be legislature, judiciary and executive combined, to operate for its years of office.”¹ While the dream of Mahatma Gandhi may take a long time to be fructified, the strengthening of Gram Sabhas on the above lines would certainly be a step towards attaining that goal.



CHAPTER XII

Co-ordination & Relationship

12.1 *Co-ordination.*—The term “Co-ordination” has been described in so many ways that it really defies any precise connotation. Co-ordination has been defined as the conscious and deliberate attempt to systematically link up a variety of activities of diverse agencies, not all necessarily subject to the control of a single authority with a view to realising their common objective. It is an effort based on mutual consultation which ultimately consummates in harmony of action with the purpose of achieving the pre-set objectives. It serves to remove roadblocks, break the bottlenecks and hindrances. It should also avoid duplication, overlapping and should supplement and strengthen the collective efforts of different agencies to achieve better results. In this process, the role of both the co-ordinator and coordinated assumes a special significance.

12.2 The importance of co-ordinated approach both in planning and formulating the schemes as also their implementation in the Panchayati Raj set-up can not be overemphasised. Nearly fourteen years of the functioning of Panchayati-Raj in Rajasthan has thrown-up many problems of co-ordination. The main areas where co-ordination is vitally needed and the various steps to improve it are given in the following paragraphs :—

12.3 *Inter-institutional co-ordination.*—In the present set up, the Panchayat Samiti is the strongest tier amongst all the three-tiers and sometimes its activities are at cross-purposes with those of Zila Parishad and/or the Gram Panchayat. In the proposed set up, the Zila Parishad would become the

strongest tier. The problem of non-co-ordination on this account would therefore now be reduced as the strongest tier would now incidently be the top-most tier also which though in the present set up is also supposed to play a coordinational role without any necessary powers would now in future be an effective co-ordinating institution. The Zila Parishad should however utilise its proposed strength only for a co-ordinated and integrated development of the whole district and for this purpose it should be able to take along-with it the constituent Panchayat Samitis and Gram Panchayats, on its determined march towards progress.

With the growing role of the nationalised and the Lead Banks as also Co-operative Banks in the rural development, the Panchayati Raj institutions and these banking institutions should function in closest harmony so that the financial requirements for various schemes/activities may be timely met. The Municipalities and the Panchayati-Raj institutions may also exchange their experience for the benefit of both.

12.4 *Intra-institutional co-ordination*—Instances have come to the notice of the Committee, where due to group rivalries even after elections, the various institutions have not been able to function as a united team. While healthy opposition is a sinequanon for any throbbing democracy, it is also important that the opposing groups may not indulge in a perpetual war between themselves to the detriment of the efforts towards rural reconstruction for which precisely they were elected. No cut and dry formula could be recommended for this and only healthy conventions should grow in this regard

12.5 *Co-operatives and Panchayati Raj*.—Panchayati Raj institutions and the Co-operatives in the present set-up are interlinked by representation from the Co-operatives in all the three tiers of Panchayati Raj. No reciprocal arrangement of such representation of the Panchayati Raj bodies in the co-operatives however exists. After giving a serious thought to this question, the Committee feels that the Co-operatives and Panchayati-Raj can not really function in such isolation. Both in fact after traversing through different roads ultimately converge to become the joint tools of Community Development. Not only this, at the village level "the Gram Pan-

chayat, the village Co-operative Society and the Village School are the three main pillars on which the socio-economic and cultural edifice of the village community is built.”¹ At the grassroot level, we just cannot artificially segregate the social, economic and cultural aspects of Community Development and unless these are interwoven with each other, overall development of the rural society would not be possible. We therefore, want to complete this process of co-ordination by recommending (as Sadiq Ali Committee has also done) that there should be a reciprocal representation of Panchayati Raj bodies on the Co-operatives. We therefore recommend that the Chief Executive Officer or the Deputy Chief Executive Officer in his absence may be nominated on the Board of Directors of the Central Co-operative Bank and the Primary Land Development Banks. The Chairman of the Production Committee of the Zila Parishad may be a permanent invitee to the meetings of the Board of Directors of these Banks. Similarly the Vikas Adhikari may be nominated on the Board of Directors of the Marketing Society and the Gram Sevak on the Village Service Co-operative Society. We, also recommend that officers like Assistant Registrar, District Agriculture Officer etc. at present nominated by the State Government on various co-operative institutions, may now be so nominated by the Zila Parishad.

12.6 *Panchayati Raj Institutions and Government departments.*—There are many problems of co-ordination in this sphere. Instances are not wanting where the District Level Officers have not attended Zila Parishad’s meetings for a long time and have failed to turn up even when asked by the Institutions. Conversely, there are also instances where after being invited, the District Level Officers are subjected to avoidable personal insinuations. In the proposed set up when all the concerned District Level Officers would be transferred under the administrative control of Zila Parishad, the problem of their apathy towards Panchayati Raj institutions would be automatically resolved. At the same time, since a very senior officer would be posted as the Chief Executive Officer, it would be his responsibility rather than of people’s representatives to look into various charges against officials. The Revenue, Police and a few other departments

¹ Report of the Committee on Primary Education in Panchayati Raj 1969—Chapter 2, para 2. 23, Page 15.

like Commercial taxes, Excise etc., whose administrative control would not be transferred to Zila Parishad would be represented by the Collector and the S.D.O. in the Zila Parishad and Panchayat Samiti respectively in their capacity of ex-officio membership of these bodies.

12.7 *Inter-departmental co-ordination and the Role of Community Development & Panchayats Department.—*

While at the Development Commissioner's level, this co-ordination has been ensured by designating him as Secretary, Agriculture Production also, the committee feels that the hands of the Director of Community Development & Panchayats should be further strengthened by entrusting him a co-ordinational role at the State level. The implementation of various proposals, that the Committee has made elsewhere regarding the allocations of staff, finances etc., from the State level would also be a concrete step in this direction. The Committee also wants to point out that Community Development and Panchayats Department should devote more time to planning and co-ordination of Panchayati-Raj in the State. The Committee visualises this Department to, in fact, serve as a "Clearing House" of new schemes, plans, ideas etc., and the Department should also act as nerve centre of new thoughts on training, guidance and extension aspects of Community Development which in turn may serve as a guarantee not only against further stagnation of Panchayati-Raj but for giving it a real boost. We also wish to recommend in this connection that officers with abounding zeal and dedication should be posted at the State headquarters.

12.8 *Relationship between Officials & Non-Officials.—*

The Committee has considered various problems of relationship between officials and non-officials working in the Panchayati-Raj. Since such mutual relationship is based mainly on the personal equation, the various instructions issued in the past or to be issued in future would not be a solution unless both the elected representatives and the officials engaged in Panchayati-Raj are determined to act in harmony and as a team to achieve the larger goal of Community Development. There are however certain inbuilt road-blocks in the very scheme of Panchayati-Raj in the way of harmonious relationship which should be recognised. While at the State level,

the policies are laid down by the Ministers (on the advice of the civil servants who usually remain anonymous) the execution and implementation of such policies is left to the civil servants. In the functioning of three tiers of Panchayati-Raj the role of both the officials and non-officials is sometimes overlapping and while the people's representatives get not only concerned but sometimes also agitated about the implementation (as they are too near to the scene), the officials participate in the policy formulation also not anonymously but usually publicly in the meetings of the Panchayat Samiti and Zila Parishad etc. There have been instances of tensions over matters like postings, transfers, disciplinary control of services and even the use of Jeep. The Committee has elsewhere recommended a single line of control for the services which would go a long way to reduce tensions in this regard.

12.9 The Sadiq Ali Committee had *inter-alia* observed that "certain basic principles about the functioning of civil servants and elected representatives must be understood and imbibed by both i.e. elected representatives and public servants. These are:—

- (a) The principal task of the elected representatives is to enunciate policy and issue directions for its implementation. The execution should be left to the public servant.
- (b) The public servants should be enabled and encouraged to give right advice without fear or favour. It would be an advice backed by experience and force of law and rules.
- (c) Once decision is taken, there should be no discretion left to the public servant to withhold execution. He should implement the decision faithfully and loyally.
- (d) When power is vested in the public servant by law, it should never be interfered with except through the process of law i.e. through appeals, revision etc.
- (e) They should function as colleagues without any complex of their respective position and should be

inspired by spirit of service.

- (f) There should be mutual trust and respect for one another's views.

12.10 In the assignment of roles of different functionaries there should never be any ambiguity. It should be specific and clear. Ambiguity in the powers and functions often leads to misunderstanding.¹

The High Power Committee fully shares the above observations and recommends that these may be implemented. The Committee makes further recommendations in this regard:--

12.11 In the training courses, the Vikas Adhikari and other Extension Officers as also District Level Officers, the Chief Executive Officers and Dy. Chief Executive Officers should be thoroughly oriented in respect of their responsiveness and answerability towards the peoples' representatives. The elected representatives should also likewise be given an orientation training.

12.12 Officials who have either no faith in Panchayati-Raj or have not been able to shed their bureaucratic attitude should be withdrawn from Panchayati-Raj and officers with the necessary development oriented outlook should be sent after a thorough screening of their service record.

12.13 It should be the primary responsibility of the Pramukh, Pradhan and the Sarpanch to educate and re-orient their colleagues in the Zila Parishads, Panchayat Samitis and Gram Panchayats respectively, that the local leadership is also expected to evolve a self-imposed code of conduct and behaviour so that it may project a proper image about itself, and then inspire respect and emulation.

1. Report of the Study Team on Panchayati-Raj, Chapter 21, para 21.7, page 232-233.

CHAPTER XIII

Other Matters

13.1 *State Level Panchayati-Raj Advisory Council.*—At present there is no effective link (consisting both of non-officials and officials) between the Panchayati-Raj institutions and the State Government. In Gujarat, there is a State Council for Panchayats, 3 M.L.As, 7 Non-officials and 3 officials as members. The Sadiq Ali Committee had also recommended that a State Panchayati-Raj Advisory Council may be established. The Committee after giving a serious thought to this matter recommends that a State level Panchayati-Raj Advisory Council may be established which may function as a clearing house of views and information and may also serve as a link between State Government and Panchayati-Raj institutions. Under the Chairmanship of the Minister in charge of Panchayats, it may consist of M.Ps, M.L.As, Pramukhs, Pradhans, Sarpanchas, some prominent persons concerned with rural development, the Development Commissioner and the Director of Community Development & Panchayats. While the Heads of concerned Development Departments may be made permanent invitees to the proposed Council, the Director Community Development & Panchayats may work as member-Secretary of the Council. This Council should advise the State Government on all general questions pertaining to Panchayati-Raj and should meet twice a year.

13.2 *Amendment in Acts/Rules.*—One of the terms of reference of the High Power Committee is "to propose amendments in the present legislation, Acts and Rules; which may bring about the various proposed improvements". His Committee is however, of the view that it is only after Government decisions on various recommendations of this Committee that the question of implementing these decisions

1. Report of the Study Team on Panchayati-Raj 1964, Chapter 5, para 5.39 to 5.44, pages 45-46.

by bringing about necessary legislation or amendments in the existing legislation, would arise.

13.9 Our proposals and recommendations under the various chapters are however quite specific and after decisions on them are taken by Government, the process of bringing out various amendments in Acts and Rules can easily be done by drafting such necessary amendments in consultation with Law Department. The Committee, in any case, is convinced that to draft any amendments in anticipation of Government decision on the basis of Committee's recommendations would be premature.

13.14 *Re-delimitation of Panchayati-Raj Institutions.*—One of the terms of reference of the High Power Committee is to "suggest measures regarding the re-delimitation of Panchayati-Raj Institutions for review of their present boundaries". For this work alone, a separate one-man-Commission under the Chairmanship of Shri Shyam Lal, former Chairman, Board of Revenue was constituted and he was provided with a whole-time senior scale R.A.S. Officer as Secretary. This Commission had issued a detailed questionnaire and had invited replies, objections, and thereafter before its work could make further headway it was wound up, under Government Order No.P.5.5(4)& M/68, dated 4-11-68. The Committee is not aware of the reasons which led to the winding up of this Commission as no reasons were mentioned in the aforesaid order of the Government. Be that as it may, this is a protracted work justifying a separate Commission as it would involve visits to every such Panchayati-Raj Institution (Gram Panchayat, Panchayat Samiti and Zila Parishad) whose existing boundaries are proposed to be even marginally re-adjusted and hear objections from all shades of people on the spot. The question is also inevitably linked up with the desirability of the Gram Panchayats and the Panchayat Samitis being made co-terminus with the patwar halqa and the tehsil respectively. It would, therefore, also entail the association either on the body of the Commission itself or otherwise, of the revenue authorities. The Department of Community Development & Panchayats had also proposed vide their Memo No.F.4/HPC/HIR/71/1828 dated 28-4-1971 that a separate Commission for this purpose may be constituted. In any case, the Committee is convinced that a whole time

and separate Panchayats and Panchayat Samitis Re-organisation Commission would be necessary for this work which the present Committee with its limited time and resources is unable to undertake. The elections should however not be postponed any more and may be held on the basis of the *Status quo* regarding the existing boundaries of Panchayati-Raj institutions and the work of re-delimitation may thereafter, if considered necessary; be taken up by a separate Commission after the elections are held.

13.5 *Hand-Book on Panchayati-Raj*—In the Hand-Book on Panchayati-Raj (Vol III. Role of Functionaries) published by the Community Development & Panchayats Department some years back, the role of the various village functionaries, Panchayat Samiti level functionaries and district level functionaries (both officials and non-officials) has been enumerated in great detail. This indeed was a good attempt “to collect at one place what is expected of the functionaries both officials and non-officials in promoting healthy growth of democratic institutions.”¹ After the lapse of so many years, the functions of the various functionaries have either become obsolete or have undergone change. As a consequence, this Hand-Book which some time back was a very useful document now needs a thorough revision. The Department of Community Development and Panchayats should undertake this for the benefit of all concerned after the necessary decisions are taken by the Government on the recommendations of the High Power Committee. “सामुदायिक विकास पुस्तिका” would also need a similar revision by the department.

13.6 *Honorarium and D. A. to Non-Officials*.—In the present set up, the Panchayati-Raj institutions are now bound to be activated but for such activation, a greater involvement of both officials and non-officials would be necessary. While the officials are posted in Panchayati-Raj institutions on a whole time basis, the Committee feels that due to the paltry honorarium, the Pramukhs and the Pradhans are getting, they are not able to devote their sufficient time as they have to engage in other professions also to earn their livelihood.

13.7 In order to ensure that the Pramukh, Up-pramukh Chairmen of various standing committees of Zila Parishad and the Pradhan are engaged in Panchayati-Raj on a whole time basis, the Committee recommends that they may be given an honorarium of Rs. 500/-, Rs. 400/- Rs. 300/- and Rs. 300/- per month respectively besides a free house or a house allowance of Rs. 200/- p.m. The Committee also recommends that while the Pramukh may be paid a D.A. of Rs. 15/-, members of the Zila Parishad and the Pradhan of the Panchayat Samiti may be paid D.A. @Rs. 12/- and the members of the Panchayat Samiti may be paid @Rs 10/-. At present the Sarpanchas and the Panchas don't get any D.A. or honorarium. In view of the quantum of travel as also the limited quantum of planning of various schemes etc. that they have to undertake, the Committee does not want to propose any honorarium or D.A. for them. The Sarpanch for his official journey outside his Panchayat area should however be paid D.A. @Rs. 8/-.

CHAPTER XIV

Evaluation and Reappraisal

14.1 Panchayati-Raj in Rajasthan is nearly 14 years old and during this period various evaluations have been carried out from time to time regarding its functioning. Besides, the Study Team on Panchayati-Raj (1964), the Committee on State Primary Education (1964) and the Committee on Primary Education in Panchayati-Raj (1969), many other evaluations were also carried out by the Evaluation Organisation on various specified aspects of Panchayati-Raj. It could therefore be said that sufficient intermittent evaluations have been carried out of Panchayati-Raj in Rajasthan. Some of these reports have however not been given the attention that they deserve. It need not be pointed out that the deliberations of every committee involve substantial time and energy of its members and the staff as also substantial financial expenditure on the part of the Government. Unless followup action in right earnest is therefore undertaken on the various reports, the very purpose of appointment of such study teams and their protracted deliberations is defeated. The Committee therefore, earnestly wishes that the Government should consider our various recommendations in all seriousness and expeditiously and take decisions thereon. Only then would the purpose of appointing this Committee be achieved.

14.2 The Committee also wants to point out that besides these State level Evaluations, a periodical reappraisal of programme implementation at the district Level should also be undertaken. The evaluation agency at the district level should be independent of the Zila Parishad or State control and its terms of reference quite comprehensive. The Evaluation Organisation may carry out these studies in which an officer of the Community Development and Panchayats Department from State Headquarters may also be coopted. In its report, while identifying various problem areas in rural development of the district, this study should also give concrete

suggestions for various steps to be undertaken to solve such problems. The evaluation at the district level, the Committee recommends; may be undertaken once in every three years and a special cell which may look after the implementation of the reports of such study groups from every district may be created in the Community Development and Panchayats Department. These studies, the Committee wants to reiterate; should involve the sifting of various statistical data regarding the rural development and conclusions should be drawn with complete objectivity and the State Government should from time to time be prepared to hear criticism also of the functioning of the Panchayati-Raj (where ever such criticism is justified) in the spirit of rejuvenating Panchayati-Raj.

14.3 The evaluation at the district level should not only be an assessment of the physical achievements of various programmes such as Agriculture, Animal Husbandry, Health, Education etc. but this evaluation besides assessing quantitatively should also assess the qualitative achievements. The impact of a particular programme on the attitudes and aptitudes of the people, the progress made in the extension workers journey towards "Destination Man" and the inculcation in the individual a sense of belonging to the Community and such other matters which cannot be quantified should also be an equally important sphere for evaluation.

14.4 The evaluation agency should not only evaluate the Ends but also the Means. "The evaluation must distinguish failure of a "means" from failure of "ends". A means used may not be appropriate for the ends, it may not be adequate and it may not be used properly".¹ But failure of a particular means should not necessarily mean that the ends are also deficient or that they cannot be more successfully achieved through any other means.

14.5 Case-studies on different subject matters also play an important role to provide projections for future on the basis of various conclusions drawn from such studies. The case-study, it need not be pointed out, serves a useful purpose by relating cause and effect and to serve as a rich source of data

for persons interested in activating Panchayati-Raj. Such studies should also therefore be undertaken.

14.6 The Administrative intelligence machinery at the State headquarters also needs to be strengthened. At present this function is being performed by the Statistical Section. Its staff should be strengthened so that it could cover a much wider field of data collection and the state headquarters may then get a regular feed-back-on the goings-on in Panchayati-Raj throughout the State.

1. Sd/-	Girdhari Lal Vyas	Chairman
2. „	B. N. Bhargava	Member
3. „	Khet Singh	Member
4. „	Kedar Nath	Member
5. „	Ram Narain Chaudhary	Member
6. „	Rawat Ram	Member
7. „	Sampat Raj Jain	Member
8. „	Iqbal Narayan	Member
9. „	Ram Singh	Member
10. „	R.C. Sood	Member
11. „	H.S. Rawat	Member
12. „	V.I. Rajgopal	Member
13. „	J.N.R. Gaur	Member-Secretary



सत्यमेव जयते

CHAPTER XV

SUMMARY OF THE FINDINGS & RECOMMENDATIONS

Chapter II—Concept of Community Development & Panchayati Raj.

15.1 The village Panchayat has been an institution from times immemorial in this country but under the British rule, the panchayats received a setback. When the country became free in 1947 from the British rule, the teeming millions were steeped in poverty, illiteracy, ignorance, superstitions and social and economic disabilities. It was impossible to achieve rural development through any centralised plan of action. (Para 2.1—2.2)

15.2 In 1952 the Community Development programme was launched. In 1959 on the basis of the recommendations of Shri Balwant Rai Mehta Committee and the decision of the National Development Council thereon, Rajasthan had the distinction of launching upon the Panchayati Raj on 2nd October, 1959 and it was inaugurated by late Prime Minister Shri Jawahar Lal Nehru. (Para 2.3—2.4),

15.3 Various Evaluation Teams viz. Sadiq Ali Committee, Naik Committee and Bhandari Committee were appointed successively to evaluate various aspects of Panchayati Raj and their reports were given to the Government in 1964, 1964 and 1969 respectively. (Para 2.4)

15.4 The experience of Democratic decentralisation has been a mixed success in Rajasthan and frankly, it can be said that today Panchayati Raj is receiving more brickbats than bouquets. The Panchayati Raj standing on the cross-roads has therefore to decide whether in future it has to take a leap forward towards its ultimate goal or a retrograde step of withering away or worse still continue in its present state of slumber and stagnation. While Panchayati Raj has brought Administration nearer to the people and has made the bureaucracy more responsive and responsible to the people's aspirations, the non-holding of regular elections, paucity of funds

and many other reasons have also made these institutions ineffective, if not virtually dead. If the working of the programme has not fulfilled the promise, the answer does not lie in scrapping it. You can not throw the baby with the bath water. (Para 2.5)

15.5 The time for a sincere introspection has arrived. The Committee views its own appointment as a manifestation of such an introspection. It has discussed the various issues thread-bare but has tried to keep its report within reasonable physical dimensions. A very voluminous report, the processing of which may also take a long time, has been deliberately avoided as Brevity (wherever it has been possible) rather than Bulk has been the guideline for the drafting of this report. (Para 2.6)

Chapter III--Structure & Mode of Elections.

15.6 The sole purpose of sending an Interim Report was to emphasise upon the Government the need for holding elections without further delay as the postponement of elections from time to time for the last eight years has by far been the most important factor in alienating the people from Panchayati-Raj.

(Para 3.1)

15.7 While the bigger Gram Panchayats would become financially more viable, the financial viability alone should not be the decisive factor for the size of Gram Panchayat. Both economic viability and easy-accessibility or both area and population should decide this size. Since the Panchayats were re-delimited on the basis of the population of 1951 census, their population has already increased and therefore, generally, *status quo* may be maintained regarding the size of the Panchayats. In desert, hilly and other parts of Rajasthan with sparse population, a Panchayat may be formed for a population residing within a radius of 8 K.M. from Panchayat headquarters.

(Para 3.2)

15.8 *Size of Panchayat Samiti.*—While the protracted and expensive process of making all Panchayat Samitis and

tehsils coterminus with each other need not be undertaken, there should at least be not any case of a tehsil or a Panchayat Samiti being bifurcated by each other's boundaries.

(Para 3.3)

15.9 *Composition of Panchayats.*—While the direct election of Panchas and Sarpanchas should continue and the existing provisions regarding the number of Panchas of the Panchayat (from 5 to 20) may also remain, instead of the present procedure for cooption for Scheduled Castes and Scheduled Tribes, there should henceforth be reserved constituencies for their election and their number in the Panchayat Samiti and Zila Parishad should be on the basis of their population in the Panchayat Samiti and Zila Parishad area as the case may be. For women Panchas, the existing cooption procedure may continue the associate members from the cooperatives may continue with the modification that they would participate as associate members only in the deliberations pertaining to Production Programme with no right to vote.

(Para 3.4—3.5)

15.10 *Composition of Panchayat Samitis*—Instead of the present composition, the Panchayat Samiti may now consist of the following :—

- (1) A minimum number of ten directly elected members (each from an area having a population of 7000 to 10,000).
- (2) Scheduled Castes and Scheduled Tribes members from the reserved constituencies.
- (3) 3 persons from the Panchayat Samiti area directly elected as members of the Zila Parishad from an area having a population of 35000 or so who would also be ex-officio members of the Panchayat Samiti.
- (4) Women representatives by co-option.
- (5) M.L.As.
- (6) S.D.O.
- (7) One representative from the Cooperatives.

(8) One representative from Krishi Upaj Mandi. The directly elected members of the Panchayat Samiti would be Ex-officio members of the various concerned Panchayats.

Persons at Serial No. 5 to 8 would be Associate members with no right of vote and no right to hold office.

(Para 3.6-3.12)

15.11 The M.L.A would however be free to contest direct election for the membership of Panchayat Samiti but on being elected as such he would have to resign his membership of legislature, otherwise he would not continue and cease to be the elected member of Panchayat Samiti.

15.12 *Composition of Zila Parishads.*—Instead of the present composition, the Zila Parishad may consist of the following.—

- (1) Persons directly elected from an area having a population of 35000 or so (3 from each constituent Panchayat Samiti).
- (2) Scheduled Castes and Scheduled Tribes persons elected from reserved constituencies.
- (3) Pradhans of the constituent Panchayat Samitis.
- (4) Women representatives by cooption.
- (5) M.L.As & M.Ps.
- (6) Collector.
- (7) Representatives from Cooperatives.

Persons at serial No.5 to 7 would be Associate members with no voting right and no right to hold office.

15.13 A similar choice as already indicated in the case of Panchayat Samiti would be open to M.L.As and M.Ps to contest for the directly elected membership of the Zila Parishad as well. They would, thereafter have to resign their membership of the Legislature or Parliament, otherwise they would not continue and cease to be the elected member of the Zila Parishad.

(Para 3.13-3.16)

15.14 *The Association of M.L.As & M.Ps.*—For ensuring an independent growth of grass root leadership without the over-whelming shadow of M.L.As & M.Ps, it is necessary that as senior politicians of the district, the M.L.As & M.Ps should display a harmonious blend of involvement and aloofness. They should, therefore, continue to remain members of these bodies (M.L.A's in case of Panchayat Samiti and both M.L.As & M.Ps in case of Zila Parishad) but should neither have any voting right nor a right to hold any office. They would be free to contest the direct elections either to Panchayat Samiti or the Zila Parishad but they have to choose between their current legislative and executive office of these bodies at any given time. They should however be associated in district level Planning Board under the Chairmanship of a Minister in-charge which may oversee the planning by Zila Parishad.

(Para 3-17-3.19)

15.15 *Elections:—*The Sarpanch may be elected directly as at present and the Up-Sarpanch also by the members of the Gram Panchayat. With majority of the members of Panchayat Samiti now proposed to be directly elected under the new pattern, the Pradhan may now be elected only by the voting members of the Panchayat Samiti. The Up-Pradhan, the Pramukh and the Up-Pramukh may also likewise be elected by the voting members of the Panchayat Samiti and the Zila Parishad respectively. To ensure against gradual but designed attempt to perpetuate one's individual powers in these institutions, the Pramukh, Up-Pramukh and all other office-bearers of the Zila Parishad as also the Pradhan, Up-Pradhan of the Panchayat Samiti should be debarred from holding any office either of the Zila Parishad or of Panchayat Samiti (as the case may be) for more than either two consecutive terms or a total period of 10 years whichever is earlier and after this period the person concerned should be debarred from holding such office for all times.

(Para 3. 19-3.21)

15.16 *Standing Committees:—*Under the new proposed pattern, the Panchayat Samiti would be more compact and would basically function as an executive agency of the Zila Parishad. It should henceforth consist of only one Standing

Committee known as the 'Executive Committee'. This would have seven members (five members elected from amongst the members of Panchayat Samiti with voting right) including Pradhan and Up-Pradhan as its ex-officio Chairman and Vice-Chairman. The term of the Committee would be five years but every year three members of the Committee would retire by rotation.

The proposed one Committee instead of the present five Committees would not only be economical but would also ensure a smoother and expeditious execution of various schemes. At the Zila Parishad level, there should be one Executive Committee looking after Administration, Finance and Taxation with Pramukh as its ex-officio Chairman and six other members elected from amongst the voting members of the Zila Parishad. In addition, there should be four Standing Committees dealing with groups of following subjects:—

1. Production.
2. Education.
3. Social Welfare.
4. Works.

15.17 All the Standing Committees would consist of three to seven members elected from amongst the voting members of Zila Parishad except that the Production Standing Committee would consist of three to six such elected members with Up-Pramukh as its ex-officio Chairman. Regarding the reconstitution of the Standing Committees and the Executive Committee, the same procedure as recommended in the case of the Executive Committee of the Panchayat Samiti should apply.

(Para 3.22—3.25)

15.18 *Stages of Elections.*—In the new pattern of elections, the voter would now cast his votes for Panch, Sarpanch, member of the Panchayat Samiti and member of Zila Parishad simultaneously. Thereafter a time bound schedule should be followed for cooption of Women, election of Pramukh, Up-Pramukh, Pradhan and Up-Pradhan and nomination of Cooperative and Krishi Upaj Mandi Committee representatives.

(Para 3.26)

15.19 *No-confidence Motion.*—The Sarpanch, Up-Sarpanch, Pradhan, Up-Pradhan, Pramukh and Up-Pramukh should not be removeable for at least one year after their election. Thereafter a no confidence motion may be passed against a Sarpanch by a two third majority of the total number of voting Panchas and in case of the Up-Sarpanch, Pradhan, Up-Pradhan, Pramukh and the Up-Pramukh, such no confidence motion may be carried by a simple majority of the voting members of the Panchayat, Panchayat Samiti or Zila Parishad as the case may be. In event of such no confidence motion against any of these functionaries being lost, no subsequent no confidence motion can thereafter be moved against them for at least six months.

(Para 3.27–3.28)

15.20 *Disqualification for becoming member and cessation of membership.*—Existing provision in this regard may continue. In section 16(1) (cc) of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 instead of the words 'Adhyayan Kendra' the words 'Training courses as prescribed by the State Government' may be substituted alongwith one other amendment as mentioned in para 3.29. Also necessary provision may be made regarding the cessation of the elected membership of M.L.As./M.Ps. in event of their not resigning their legislative posts, after such election.

15.21 *Tenure.*—Five years should be the tenure of all the three Panchayati-Raj bodies as this period is neither too long nor too short and affords reasonable time to the elected representatives to settle down for concrete and constructive work as also to enable them to face the electorate after a reasonable period to get a fresh mandate. The State Government's powers to extend this tenure, should however be used only in most compelling circumstances like National emergency and as a rule, the State Government should not resort to this power.

(Para 3.29–3.32)

15.22 The elections to Panchayati-Raj bodies may not unnecessarily be tied with the General elections and should be held according to an unalterable calendar of election time-table.

(Para 3.33)

Chapter IV—Powers and Functions of Panchayati-Raj Institutions and Transferred Schemes

15.23 The various functions and powers of the three tiers of Panchayati-Raj in Rajasthan have been indicated in the Rajasthan Panchayat Act, 1953, Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 and the various Rules made thereunder. In the present set up of decentralised powers, the Panchayat Samiti emerges as the strongest tier.

(Para 4.1)

15.24 The theory of block ~~has~~ as the viable unit of developmental administration has not stood in test of time and it is the district level which administratively and financially is more viable for developmental administration. This level also provides a harmonious blend of objectivity and realism besides the availability of better and more enlightened leadership and better technical knowhow. The Zila Parishad should therefore now be the strongest tier and the Panchayat Samiti should now remain basically as an executive agency of the Zila Parishad but not inert. In case of various powers and functions of Panchayat Samitis and Panchayats the concept of "Catchment area" may be adopted.

(Para 4.1)

15.25 Powers, Resources and Responsibilities of various tiers of Panchayati-Raj should not be visualised in 'isolation but all these should ultimately converge to achieve the higher goal of strengthening the Panchayati-Raj.

(Para 4.2)

15.26 The strengthening of Zila Parishad would involve further decentralisation of powers and functions of the State as also transfer of some of the existing functions of Panchayat Samitis to Zila Parishads.

(Para 4.3)

15.27 All schemes at the district level and in the rural area in the sphere of Agriculture (excluding Seed multiplication farm and Quality control of seed) should be transferred to Zila Parishad alongwith the centrally sponsored schemes and the District Agriculture Officer and his staff. Also full coordination should be established between Zila Parishad and agencies implementing "special schemes". Representatives of Zila Parishad should be represented on these agencies and

wherever feasible, the Government should transfer the Schemes to Zila Parishad.

(Para 4.4-4.5)

15.28 All schemes at the district level and in the rural area pertaining to the Animal Husbandry (including poultry, fishery, piggery and Milk Supply etc., but excluding Preventive inoculation, Class I hospitals, Cattle Breeding Farms, organisation of artificial insemination, Co-operative Milk Supply Scheme etc.) should be transferred to Zila Parishads alongwith the administrative control of the District Animal husbandry Officer and his staff.

(Para 4.6)

15.29 The general criterion in case of all schemes to be transferred to Zila Parishad should be that those assisted by World Bank or other international institutional financing agencies or the Government of India or the State Government and covering more than one district should not be transferred to Zila Parishad. The implementation of C.S.R.E. should be entrusted to the Zila Parishad.

(Para 4.7)

15.30 Schemes/activities relating to forest at the district level and in the rural area should be transferred to Zila Parishad alongwith the district level Forest Officer and his staff. The working plan of the Forest Department should however be modified only with the concurrence of Chief Conservator of Forests. After the nationalisation of Tendu leaves, the Zila Parishad may be associated with their auction and may be given a 10% share of the revenue which in turn would be rateably distributed by the Zila Parishad among various Panchayat Samitis on the basis of the forest area in their jurisdiction.

(Para. 4.8-4.10)

15.31 In respect of Small Scale/Cottage Industries and Khadi and Village Industries, the Zila Parishad would basically play a promotional role. The existing functions of the Panchayat Samitis in this regard should now be entrusted to the Zila Parishad alongwith the transfer of the administrative control of the District Industries Officer and his staff. Schemes pertaining to manufacture of salt may also be transferred to the Zila Parishad.

(Para 4.11-4.12)

15.32 The promotional role of Zila Parishad in the co-operative sector would be ensured by the transfer of administrative control of the Asstt. Registrar, Co-operative Societies and his staff to the Zila Parishad.

(Para 4.13)

15.33 All construction (Buildings and Roads) works (excluding the State and National Highways) involving an expenditure up to Rs. 5 lacs which fall in one district should be transferred to the Zila Parishad alongwith the administrative control of the Executive Engineer (B&R) or the Assistant Engineer (if the Executive Engineer looks after more than one district) alongwith his staff.

(Para 4.14)

15.34 All minor and medium irrigation works irrespective of the cost involved which fall within one district should be transferred to the Zila Parishad alongwith the administrative control of the Executive Engineer (Irrigation) or the Assistant Engineer (Irrigation) as the case may be, alongwith his staff.

(Para 4.15)

15.35 The representatives of the Rajasthan State Electricity Board should be made to regularly attend the meetings of the Zila Parishad to ensure the institutional participation of the Zila Parishad in the planning of various schemes. By convention, the recommendations and the priorities laid down by the Zila Parishads' Production Committee regarding rural electrification should be accepted and implemented by the Board.

(Para 4.16)

15.36 The representatives of other corporations and autonomous bodies like the Agro-Industries Corporation should also likewise regularly attend the meetings of the Zila Parishad.

(Para 4.17)

15.37 All activities of Social Welfare Department at the district level and in the rural areas (including the centrally sponsored schemes) may be transferred to the Zila Parishad alongwith administrative control of the District Social Welfare Officer and his staff.

(Para 4.18)

15.38 Specified activities of Medical and Health Department should also be transferred to the Zila Parishad and the drinking water supply schemes involving an expenditure upto Rs. 5 lacs may also be transferred to the Zila Parishad alongwith the administrative control of Assistant Engineer of the Public Health Engineering Department at the district level, the district Family Planning Officer, the district Inspector of Ayurved and D.M.H.O. for the rural areas and their staff.

(Para 4.19-4.20)

15.39 Primary and Middle Education should be transferred to the Zila Parishad alongwith the administrative control of the Inspector of Schools for the rural area or a District Education Officer (if a full-fledged Inspector of Schools is not justified for a particular district) his staff and the Middle School teachers.

(Para 4.21)

15.40 In the case of departments whose administrative control is to be transferred to Zila Parishad, it should be ensured that the transfer of their district level officers must be done wholly and they should not be responsible both for Zila Parishad and the State sector at the same time.

(Para 4.21)

15.41 The Zila Parishad should be the allotting authority of all funds to Panchayat Samitis and the direct transfer of Government funds to P.D. Accounts of Panchayat Samitis should now be stopped.

(Para 4.22-4.23)

15.42 With the prior concurrence of the Government, the Zila Parishad should have discretion to marginally modify the terms and conditions of a particular scheme to suit the exigencies of the area. This however should not mean that the Zila Parishad should have powers to even alter the core or the fundamentals of a particular scheme.

(Para 4.24)

15.43 The control of the members of Panchayat Samitis and Zila Parishads service would now ultimately vest in the Zila Parishad.

(Para 4.25)

15.44 The Parishad would now be not merely a supervisory body but both a planning and executive body with an effective control over Panchayat Samitis and Gram Panchayats. The Panchayat Samiti would now basically function as its executive agency.

(Para 4.26)

15.45 The present District Agriculture Production Committee may be abolished as its functions would now be discharged by the Zila Parishad's Production Committee.

(Para 4.27)

15.46 While in smaller districts an Assistant Accounts Officer may be provided in every Zila Parishad, in other districts one full-fledged Accounts Officer would be necessary.

(Para 4.28)

15.47 The present Standing Committees of Zila Parishad have hardly functioned as they have hardly any role to play. There may now be four Standing Committees on Production, Education, Social Welfare and Works besides the Executive Committee which would look after Administration, Finance and Taxation. The Chairman of the Executive Committee would be the Pramukh and that of the Production Committee, the Up-pramukh. There would also be a sub-committee of the Social Welfare Standing Committee looking after the interests of Scheduled Castes/Scheduled tribes and other weaker sections of the society.

(Para 4.29)

15.48 The Chief Executive Officer should be the Secretary of the Executive Committee, the District Agriculture Officer of the Production Committee and the concerned District Level Officers of the other standing committees. The Chief Executive Officer would have the right to attend and participate in the deliberations of any Standing Committee or the Executive Committee which would meet atleast once a month.

(Para 4.30)

15.49 It should be the Village Level Worker's responsibility to prepare a draft Village Production Plan in consultation with the Sarpanch of the area and thereafter get it discussed in the Gram Sabha's meeting.

(Para 4.30-4.32)

15.50 The Panchayat Samiti should prepare the Panchayat Samiti plan after considering all the village production plans. The Zila Parishad should prepare a District plan after threadbare discussions on priorities of the area and targets in various fields. While the targets should err on the side of optimism they should not be unrealistically optimistic but should be finalised keeping in view current year's budget allocations in different spheres.

(Para 4.33-4.34)

15.51 The district plan prepared by Zila Parishad should be further processed by the statutory body at the district level consisting of non-officials and officials and at the State level due weightage should be given to the comments of this statutory body before taking a final decision on the plan proposals of the Zila Parishad.

(Para 4.35)

15.52 Zila Parishad's involvement in the plan formulation would not be meaningful unless the people's representatives actively participate at the deliberative stage of the formulation of the plan.

(Para 4.36)

15.53 The Panchayat Samiti should be basically a planning and executive body with administrative and financial sanctions coming from the Zila Parishad.

(Para 4.37)

15.54 In case of their own income, they should be able to decide the projects/places (where money is to be spent) with the prior technical advice of the concerned officer of the Zila Parishad.

(Para 4.38)

15.55 The schedule of functions of Panchayat Samiti would have to be reduced as a good number of these functions would now be performed by Zila Parishad

(Para 4.39)

15.56 In social education, community information and recreation centres, libraries, rural sports etc. the Panchayat Samitis have not functioned satisfactorily and should now evince more interest. They should also more actively involve themselves towards the growth of initiative and enthusiasm in the Panchayats, and implementation of various social legislations.

(Para 4.40-4.41)

15.57 The Panchayats on the whole have not functioned satisfactorily and the need to strengthen this basic unit of Panchayati-Raj can not be over-emphasised.

(Para 4.42)

15.58 Nyaya Panchayats have not functioned satisfactorily and there has been almost a unanimous demand for their abolition. They are today languishing for want of funds, secretarial assistance, adequate powers as also the people's faith in them.

(Para 4.43-4.44)

15.59 The functions of Nyaya Panchayats may now be entrusted to a sub-committee of Gram Panchayat consisting of five members, four of whom should be elected by Gram Panchayat (one of or se four should be from scheduled castes or scheduled tribes if the Sarpanch is not a person from scheduled castes or scheduled tribes) and one should be a woman. The Srpanch or in his absence, the Up-sarpanch would function as the ex-officio chairman of the sub-committee as also its fifth member. Two members of the Sub-Committee should retire every year by rotation.

(Para 4.45)

15.60 The need for a whole-time Panchayat Secretary has always been felt and his non-availability has been a major reason for the inaction and ineffectiveness of the

Panchayats. The amalgamation of Patwari and Panchayat Secretary would not be feasible for many obvious reasons. The Group Panchayat Secretary's scheme has also not functioned satisfactorily in Rajasthan. The third alternative of providing one Village Level Worker-cum-Panchayat Secretary for one big Panchayat or two small contiguous Panchayats which was tried in Rajasthan from 1963 to 1967 may, therefore, be adopted for whole State. This would not involve any additional financial burden also.

(Para 4.46-4.51)

15.61 Panchayats are also languishing for want of funds. When financial viability has not been achieved at the national or the state level, it is futile to expect Panchayati-Raj institutions alone and especially the smallest units i.e. the Panchayats to be financially self-sustaining. Detailed proposals in this regard would be found in the chapter on "Financial Matters"

(Para 4.52)

Chapter V—Weaker Section

15.62 Democratic decentralisation would not be very meaningful unless it ultimately consummates into democratic socialism involving a reduction in the gulf between the haves and the have-nots on the emotional, social and financial plane.

(Para 5.1)

15.63 In Rajasthan while much has already been done in this sphere, much more still remains to be done.

(Para 5.2-5.4)

15.64 In the chapter "Structure and Mode of Elections" the creation of reserved wards for Scheduled Castes/Scheduled Tribes in the Gram Panchayats, Panchayat Samitis and Zila Parishads instead of the present procedure of cooption has been recommended. This would provide the weaker sections a sense of parity with others as their election would then not depend on the vicissitudes of mercy or indifference on the part of others.

(Para 5.5)

15.65 A minimum percentage of the available financial resources with the Panchayat Samitis and Zila Parishads should be spent for the weaker section.

15.66 To start with, this percentage could be kept at ten. Where the population of Scheduled castes/Scheduled Tribes is however more than 10%, the funds allocation should then be more or less on the basis of such percentage of population.

(Para 5.6)

15.67 Hostels should be opened even in remote rural areas which may arrange free boarding and lodging for the weaker sections. Facility of free books and slates and scholarships should also be given to the deserving students of weaker sections.

(Para 5.7-5.8)

15.68 The Vikas Adhikaris and other Extension Officers should necessarily visit during their tour atleast one locality of weaker sections and make a specific mention in the tour note about their problems and steps taken/to be taken to solve them. They should also be given weaker-sections-orientation training.

(Para 5.9)

15.69 There may be a sub-committee of the Zila Parishad's Standing Committee on Social Welfare consisting of 3 Scheduled Castes/Scheduled Tribes members elected from amongst the members of Zila Parishad with voting right. By convention, the recommendations of this sub-committee should be accepted and implemented by the Standing Committee.

(Para 5.10)

15.70 While taking up the basic minimum needs programmes preference should always be given to works conducive to the economic development of the weaker sections of the society.

(Para 5.11-5.12)

15.71 Panchayati-Raj institutions should play a positive role in bringing about greater social justice in many fields

e. g. voluntary acceptance evolved for enforcement of minimum wage rates to agricultural and non-agricultural labour and providing due right to the share-cropper.

(Para 5.13)

15.72 The caste Hindus should also learn some self-abnegation by sharing the decentralised powers with the weaker sections of the society. The economic parasitism of the weaker sections upon the financial support of the caste Hindus is perhaps more vicious than the traditional castism. All efforts therefore should be made to improve the economic condition of the backward classes.

(Para 5.14-5.15)

15.73 Efforts should be made to provide inputs and implements for professions like those of hides and bones, transporting night soil over the head etc., so that their *modus operandi* may become less detestable.

(Para 5.16)

15.74 A greater mobility of labour in scheduled castes and scheduled tribes should also be encouraged. In matter of house sites, preference should be given to scheduled castes and scheduled tribes. The implementors of the SFDA, MFAL programmes should pay concentrated attention to cover these neglected sections of the society under these programmes.

(Para 5.17-5.18)

Chapter VI—Position of services, their Recruitment, Control, Promotion Avenues and Placement.

15.75 In a Democracy, while the people's representatives set the goals towards which the society has to be gradually developed, the Services have also an equally vital role to play in achieving those cherished goals through implementation. While the people's representatives may change periodically, the permanent infrastructure of Services provide the bulwark for sustained and continuous process of the implementation of various policies. What is true of a Democracy is much more true in the process of Democratic Decentralisation in which both the policy formulators and the implementors have an additional responsibility

to work in closest harmony. In Panchayati-Raj of Rajasthan, the Services on the whole have of late not functioned satisfactorily.

(Para 6.1)

15.76 The Panchayat Samitis and Zila Parishads Service Selection Commission in its present form has not served any useful purpose. This was also the considered opinion of the Sadiq Ali Committee, Naik Committee as also the Bhandari Committee on Primary Education which gave their Reports to the Government in 1964, 1964 and 1969 respectively. There is a widespread, nay, almost universal and scathing criticism of the functioning of Rajasthan Panchayat Samitis and Zila Parishads Service Selection Commission. The recruitment of services should not only ensure objectivity and promptness but the machinery for recruitment should *ipso-facto* inspire confidence in the people about its integrity. The Commission should be abolished in its present form.

(Para 6.2-6.9)

15.77 Instead of the present Panchayat Samitis and Zila Parishads Service, the services functioning in Panchayati-Raj may now be categorised as follows:—

Service Class II—Extension Officers and other equivalent posts.

Service Class III—V.L.Ws., Primary School teachers, Stockmen, Vaccinators, L.D.Cs., U.D.Cs. and other equivalent posts.

Service Class IV.—Peons and other equivalent posts.

The officers above the rank of Extension Officer i.e. Vikas Adhikaris, District Level Officers, Deputy Chief Executive Officer, Chief Executive Officer and other equivalent posts would continue to be manned by persons on deputation.

(Para 6.10-6.12)

15.78 For recruiting Service Class II there may be a State level Panchayati-Raj Service Commission consisting of atleast three members of which not less than one-third would be the official members. This Commission should

make recruitment of all posts (including those in the State Sector) which are equivalent to today's Extension Officers.
(Para 6.13-6.15)

15.79 For the recruitment of Service Class III a District Selection Board consisting of the following may be created in each district :—

- | | |
|-------------------------------------|--------------|
| 1. Chief Executive Officer | Chairman. |
| 2. Concerned District Level Officer | Member. |
| 3. Dy. Chief Executive Officer | Member-Secy. |
- (Para 6.16)

15.80 While the people's representatives have a vital role to play in determining the destiny of the area which elected them and informulation of policies, priorities, funds allocation to the various areas etc. and in these spheres they have a superior role in comparison to the Services, such elected representatives should not be associated with the recruitment, postings, transfers and the disciplinary control of the Services. All these questions today have not only taken a heavy toll of elected representative's time and energy but have also resulted in aggravating the local factionalism and politicisation of the Services. Services would always function with greater zeal, harmony and a high morale if their recruitment and subsequent career development is made dependent on the traditional and time-tested principle of single line of control.
(Para 6.16)

15.81 The Member-Secretary of the Board would issue appointment orders on the basis of select list prepared on the basis of merit formula and preference for "rural residence" and the Panchayat Samitis now should have no powers to issue appointment orders as laid down in Rule 19 of the Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959.
(Para 6.17)

15.82 The Panchayat Samiti should however continue to have the existing powers under section 86(8) of the Act and Rule 23 of the Service Rules for making temporary appointments but only after obtaining non-availability certificate from the District Selection Board. The Vikas Adhikari should have these powers of making temporary appointments.
(Para 6.18)

15.83 In the context of the tremendous increase in technical know-how in agriculture, in future as far as possible agriculture graduates should be recruited as Gram Sevaks and pay scales of such new entrants should be somewhat higher than the existing Gram Sevak Pay Scales.

(Para 6.19)

15.84 The ministerial and Class IV staff of the concerned District Level Officers now proposed to be transferred under the administrative control of Zila Parishad should be absorbed in Rajasthan Panchayat Samitis and Zila Parishads Service and similar provisions as contained in Rule 5 of the Rajasthan Panchayat Samitis and Zila Parishads Service Rules, 1959 should be made for them also.

(Para 6.20)

15.85 Service class IV may be appointed by the Vikas Adhikari or the Deputy Chief Executive Officer as the case may be. With the transfer of District Level Officers of the concerned departments under the administrative control of the Zila Parishads, a very senior person would be required to co-ordinate their activities.

(Para 6.21)

15.86 This person may be designated as Chief Executive Officer and he should be of admittedly more senior status, than other District Level Officers. The Collector's hands being too full with multifarious duties, he should not be further saddled or involved in the developmental administration though his non-voting membership of Zila Parishad should be retained. 50% posts of Chief Executive Officer should be filled from senior scale of I.A.S and the remaining 50% should be drawn from R.A.S., Agriculture, Animal Husbandry, P.W.D., Irrigation, Education or other concerned departments.

(Para 6.22-6.23)

15.87 The sole criterion for selecting the incumbents from R.A.S. and other departments by a Committee should be merit and suitability and not seniority. The selection range should also not be limited to only persons serving in the pay scale of 700-1200 but deserving persons from the grade of 1100-1500 or even 1300-1600 may also be picked up for this challenging job. While persons drawn from the

grade of 1100-1500 or 1300-1600 should not get any special pay, persons from the pay-scale of 700-1200 should be considered to be coming on a promotion post in the grade of 900-1800. (Para 6.23)

15.88 Officers drawn from senior scale of I.A.S to man the post of Chief Executive Officer may preferably be those who have already remained Collectors in the district but this by itself should not be an over-riding condition and may not be insisted upon in case of other I.A.S. Officers displaying the necessary development oriented aptitude. (Para 6.23)

15.89 While the Chief Executive Officer should be the ex-officio Secretary of the Zila Parishad, the senior scale R.A.S. Officers working as Deputy Chief Executing Officer would function as Deputy Secretary of the Zila Parishad. (Para 6.24)

15.90 In smaller districts however it may not be necessary to provide a Deputy Chief Executive Officer. In five small districts promoted non-cadre Vikas Adhikaris may be posted as Dy. C.E.Os. (Para 6.24)

15.91 The Chief Executive Officer should be made a statutory authority of the Zila Parishad and besides controlling the entire organisation of the Zila Parishad, he should be in the specific charge of General Administration Department of the Zila Parishad. (Para 6.25)

15.92 In case of departments where a fullfledged district level officer is looking after more than one district or an officer of lower status is posted in a particular district it would not be proper to upgrade the post to get a full-fledged district level officer for the Zila Parishad as the existing work load of such departments at the district level cannot be increased over-night simply because of their transfer to Zila Parishad. Whoever however is transferred to Zila Parishad should not have dual responsibility to the State sector and the local sector at the same time. (Para 6.26)

15.93 The crucial role of Vikas Adhikari in Panchayati-Raj cannot be over emphasised. As a measure of economy it was decided to withdraw R.A S Vikas Adhikaris in 1967 and the Agriculture Extension Officers , Animal Husbandry Extension Officers and the existing non-cadre persons were posted as Vikas Adhikaris. It has been noticed that the Panchayati-Raj has got a set-back after the posting of Agriculture Extension Officers and Animal Husbandry Officers, as Vikas Adhikairs though for their not functioning successfully there have been some reasons which are beyond their control.

(Para 6.27)

15.94 I.A.S. and R.A.S. Officers should be posted back as Vikas Adhikari and to start with they should be posted in half of the Panchayat Samitis and the remaining half Panchayat Samitis may be manned by officers of other concerned departments and non-cadre person. Selection of such persons from other departments by a committee should be made purely on merit and suitability.

(Para 6.28)

15.95 The I. A.S. and R.A.S. Vikas Adhikaris formerly used to get a special pay of Rs. 75/-. In absence of any special pay, the bright and dedicated R. A. S. Officers may not now like to be posted as Vikas Adhikari. If the Government decides not to revive such special pay, it may then be made compulsory for every R.A. S. Officer to work as Vikas Adhikari for atleast two years during the first five years of his service, and the existing R. A. S. Officers who have not put in more than ten years of service should be posted for atleast two years. Senior scale I. A. S. and other District Level Officers may also be posted as Chief Executive Officer and D. L. Os. in Zila Parishad respectively for atleast two years.

(Para 6.29)

15.96 Until sufficient recruitment of Extension Officers is made by the proposed State level Panchayati-Raj Service Commission, the present practice of the Extension Officers coming on deputation from the concerned departments would have to continue but the concerned departments should

now send a panel of names of suitable persons alongwith their confidential rolls to the Development Department which should issue their deputation orders.

(Para 6.30)

15.97 The Development Department should likewise have the final say in selecting persons for various training centres. Such persons should have missionary zeal and should be able to inspire emulation.

(Para 6.31)

15.98 The sanctioned strength of staff in every Panchayat Samiti should not be the same but should be need-based.

(Para 6.32)

15.99 The field staff should also be provided with the where-withal for their efficient functioning so that they may not remain idle for want of proper tools.

(Para 6.33)

15.100 Accounts staff in the Panchayat Samiti may be provided on the basis of norms laid down for the Government departments. The Accounts Clerk, Accountant and the Store-Keeper should invariably be transferred after two years though in exceptional cases they may have to be transferred even before two years.

(Para 6.34)

15.101 A full-fledged Accounts Officer or Assistant Accounts Officer may be provided in each Zila Parishad who would exclusively look-after the account side of its income and expenditure.

(Para 6.35)

15.102 There is a need to revive the post of the Divisional Commissioner (which was abolished sometime back) to co-ordinate the developmental administration of the Division. With the Revenue Appellate Authority already functioning, the Divisional Commissioner should not be saddled with revenue appellate work and he should be basically concerned

with the overall development (including that of the State Sector) of the division. The five Divisional Commissioners abolished long back may therefore be revived and five existing supertime scale I. A. S. posts may be reduced so that there may not be any additional financial burden.

(Para 6.36)

15.103 The existing provisions of Disciplinary Control and Appeal of the members of the Service involve a role of elected representatives which has thrown up many awkward situations.

(Para 6.37-6.44)

15.104 The various provisions regarding disciplinary control regarding Government servants should also *mutatis mutandis* be provided for the Panchayat Samitis employees and the Chief Executive Officer may have the powers of Head of Department.

(Para 6.45-6.50)

15.105 The routing of the confidential rolls of various officials may now be done in the manner proposed in para 6.51 of the report.

(Para 6.51)

15.106 A simultaneous process of various incentives and deterrents may be initiated for bright/dedicated and inefficient officials respectively.

(Para 6.52-6.53)

15.107 All the facilities in matters of pay, allowances, pension, leave, medical re-imbursement, conveyance, House building etc., should be automatically applicable to the members of the "Service."

(Para 6.54)

15.108 With all the financial stringency, the Government must find sufficient finances to cover all liabilities in case it wants to continue Panchayati-Raj. Hoping to revive Panchayati-Raj while keeping dissatisfied persons engaged in it would be like building a castle on shifting sands.

(Para 6.54)

15.109 While the members of the "Service" are prohibited from taking part in politics, it is disputable whether their indulging in propaganda for any candidate can result in vitiating the election also. For this, it would be necessary to make a suitable and specific provision in the Representation of People Act, 1951 so that even the contesting candidates may be dissuaded from utilising the members of the "Service" for election purposes.

(Para 6.54)

15.110 If at a special meeting of the Zila Parishad called for this purpose, not less than 2/3 of the total number of voting members of the Parishad pass a resolution requiring the State Government to withdraw the Chief Executive Officer, the State Government should then transfer such Chief Executive Officer from that place. Neither the official, having lost the confidence of the institution would then be able to function effectively nor would his actions inspire confidence in the institution which he is supposed to serve.

(Para 6.55-6.56)

15.111 The Annual Confidential Report of Chief Executive Officer should be initiated by the Divisional Commissioner and the Pramukh's views should be appended thereto. Similarly the A. C. R. of Vikas Adhikari should be initiated by the Dy. Chief Executive Officer and Pradhan's views should be appended thereto.

(Para 6-57)

15.112 The Pramukh and the Pradhan would sanction the casual leave of the Chief Executive Officer and the Vikas Adhikari respectively. The privilege leave of the Vikas Adhikari up to two months would however be sanctioned by the Chief Executive Officer and the former's privilege leave for more than two months would be sanctioned by the Development Department.

(Para 6.58)

15.113 *Promotions*:—Interlaced seniority list of grade II teachers both in the rural and the urban areas should be maintained by the Zila Parishad and people may be sent on deputation from the Zila Parishad to the State Sector in grade II if the Education Department so wants. Their further promotion as senior teacher in the State sector should thereafter be made

on the basis of this interlaced seniority. In case of other Extension Officers, a similar interlaced seniority may be maintained by the departments concerned and their promotion in the State sector may also be made on the basis of such combined seniority list. (Para 6.59-6.60)

15.114 If the formula of interlaced seniority is not found feasible for any reason, prorata reservation may be made in the cadre of respective services for recruitment from Panchayati Raj Services. (Para 6.61)

15.115 Both Accountants and the Assistant Accounts Officers' cadre should also be under the administrative control of Zila Parishad. (Para 6.62)

15.116 50 per cent posts of the Extension Officers where no technical qualifications are necessary (Cooperative Extension Officers, Marketing Inspectors, Agriculture Assistants etc.) may be filled by direct recruitment and 50 per cent by promotion from V. L. Ws. This facility should be in addition to the existing promotion avenues already provided to Gram Sevaks under Government Order No. F. 3(15)/Appts/(C)/55 dated 14th August, 1965. (Para 6-62)

15.117 The promotion avenues for members of the Panchayat Samitis and Zila Parishads Service should be more or less the same as available to their counter parts in the Government. For this purpose therefore, sufficient number of higher grade posts (e. g. grade II teachers in the field of education etc.) should be created under the Zila Parishad set-up. (Para 6.63)

15.118 There is some legitimate frustration at least in the non-cadre Vikas Adhikaris who burnt their boats in the Development Department when they finally opted for the Department Service and at least the sincere and dedicated Vikas Adhikaris amongst these non-cadre Vikas Adhikaris can be promoted as Deputy Chief Executive Officers. Five posts of Deputy Chief Executive Officers in smaller districts may be manned by such promoted Vikas Adhikaris. (Para 6.64)

15.119 *Transfer* :—Transfers from one place to another within the Panchayat Samiti can be done by Vikas Adhikari but the Community Development and Panchayats Department's circular dated 16-8-65 is not consistent with this and should now be withdrawn.

(Para 6.65-6.66)

15.120 For transferring persons before two years, prior permission of the concerned Chief Executive Officer should be obtained.

(Para 6.67)

15.121 Instead of the present District Establishment Committee (now to be abolished) the Chief Executive Officer in consultation with the District Level Officer rather than the Panchayat Samiti concerned should issue intra-district but inter Panchayat Samiti transfer orders. For such transfers before two years the Chief Executive Officer would consult the Pramukh.

(Para 6.68)

15.122 In case of inter-district transfers, the State Government should be empowered to effect these transfers without consulting the Pramukh or the Pradhan.

(Para 6.68-6.70)

15.123 The Chief Executive Officer should have powers to transfer Extension Officers, Accounts Clerk and other lower staff within his district in consultation with the District Level Officer concerned instead of the Pradhan. Under Government order No. F. 2(25)FD/A & I/B/65, dated 12-6-70 the Collector has already been empowered to transfer an Accounts Clerk within his district. This administrative order is in conflict with section 26(2)(c) of the Act and should be withdrawn pending suitable amendment of this section. The C. E. O. should have powers to transfer Vikas Adhikar within his district.

(Para 6.68-6.70)

15.124 Intra-Division but inter-district transfer may be done by the Divisional Commissioner.

15.125 State Government should be empowered to transfer Vikas Adhikari outside the district without the need to consult the Pradhan.

(Para 6.71)

15.126 In order to ensure a deeper dedication and sense of belonging in the Service towards Panchayati-Raj, these services should normally not be transferable to State Sector. The members of the Service should continue to remain in Panchayati-Raj and get their due promotions within the Panchayati-Raj itself up-to the Service Class I. Only from the post of Extension Officers should they be eligible for further promotion to the State Sector and hence transfer.

(Para 6.73)

15.127 Since grade III teachers would now get their due promotion in grade II within Panchayati-Raj itself and as it is necessary to inculcate a sense of devotion in the Panchayati-Raj Service, it would be necessary that transfer on equivalent posts from Panchayati-Raj to State sector should be stopped. Not only rule 30 of the Service Rules should be deleted but the existing facility given to Panchayati-Raj teachers for transfer to State sector against 75% of future vacancies should also be stopped.

(Para 6.74)

15.128 Vikas Adhikaris should be selected by the Development Department and they should not be withdrawn before two years. In exceptional cases, prior concurrence of Development Department would have to be obtained and order of reversion would be issued by Development Department. In case of Development Department deciding to revert a Vikas Adhikari, one month's prior notice should be given to his parent department.

(Para 6.75)

15.129 After the transfer of Middle education to the Zila Parishad, all promotions from grade III teachers to grade II would be made within Panchayati-Raj from Primary School teachers.

(Para 6.76-6.77)

15.130 The contingency charges in Panchayat Samiti Primary Schools should be raised to Rs. 15/- per month as the present annual provision of Rs. 100/- for such Primary Schools with one or two teachers is grossly inadequate. These funds for other primary schools having three-four or more teachers should also likewise be raised.

(Para 6.78)

15.131 The criterion adopted by the Education Department for selecting grade III teachers (known as merit formula) is on the whole more rational than the one at present adopted for recruiting teachers in Panchayati-Raj and should therefore now be adopted in Panchayati-Raj as well with some weightage for rural residence and with the only modification that no additional marks should be given to the candidate for his/her being the son/daughter of a teacher. This weightage due to parentage (except the provisions regarding Scheduled Castes/Scheduled Tribes as enshrined in the Indian Constitution) would not only be unreasonable but perhaps illegal.

(Para 6.79)

15.132 *Gram Sevaks and Group Panchayat Secretaries:—* The problem of insufficient work-load with the V. L. W. would be solved by combining the post of Gram Sevak and Panchayat Secretary as recommended elsewhere.

(Para 6.80-6.81)

15.133 More promotion posts may be created so as to ensure that the Gram Sevak normally gets promotion after 10/12 years of service. This should also apply to all other members of the Service.

(Para 6.82)

15.134 Gram Sevaks posted in their Home Panchayat Samitis have on the whole not functioned satisfactorily for many obvious reasons some of which are beyond their control. Not only a Gram Sevak but all other members of the Service including teachers should therefore not be posted in their Home Panchayat Samiti, though being low paid employees, as far as possible, they should be posted in their home district. By being posted within the Home District

but not within the Home Panchayat Samiti they would neither be very far from nor very near to their homes. (Para 6.83)

15.135 Over the years, the status and credibility of Gram Sevak the mouth-piece of developmental and Panchayati-Raj administration at the grass-root, has unfortunately gone down along with his usefulness. His existing functions and duties should therefore be given a close look afresh and these should be revised so to make him the focal point of village development administration. His original role of a multipurpose functionary should also be revived. (Para 6.84-6.85)

15.136 The Patwari should be made more responsive and responsible towards the Panchayati-Raj institutions for which various steps as indicated in para 6.87 may be taken. (Para 6.87)

15.137 *Financial Matters:*—The initiators of Community Development in India had stipulated that after entering into the post second stage, the block would achieve the necessary self-sustaining growth and financial viability and thereafter the financial assistance from the State/Central Government would wither away. This myth has already been exploded and experience has shown that it was a pious wish.

(Para 7.1-7.10)

15.138 A constructive attitude of the Government towards rejuvenation of Panchayati-Raj should be reflected by allocation of sufficient funds to these bodies. The financial stringency of Panchayati-Raj institutions should be tackled from two angles (i) the additional resources to be given by the State Government and (ii) the additional efforts on the part of Panchayati-Raj institutions themselves.

(Para 7.11-7.12)

15.139 In the context of severe financial stringency, the State Government may not find substantial funds to give to Panchayati-Raj institutions, but then a resurrected Panchayati-Raj may be written off for all time.

(Para 7.13)

15.140 The State Government should finally decide the place of priority to be given to Panchayati-Raj amongst the long list of its various functions/duties and in case, Government views Democratic Decentralisation (which our State was the first to launch upon with lot of fan-fare in 1959) with a high priority, the Government should then as a logical corollary bear in mind the same priority while allotting funds. The gulf between the philosophising of Panchayati-Raj from the house-tops and then practising it half-heartedly should be reduced if not completely eliminated.

(Para 7.13)

15.141 Community Development and Panchayati-Raj should not be made to suffer under the new procedure of block grants from the Government of India and the budget at the district level of various departments now proposed to be transferred to the Zila Parishads should be adequately raised and the huge accumulation of minus balances of various departments against the Panchayati-Raj institutions should be cleared.

(Para 7.14-7.15)

15.142 Land Revenue should be transferred in toto to the Zila Parishads which should further allot the amount to the various Gram Panchayats on the basis of population. Land Revenue is almost wholly recovered from the rural area and Panchayati-Raj institutions being the recognised medium of rural reconstruction can legitimately aspire for having this amount completely. This would not only create in these institutions an abiding interest in the recovery of land revenue but also in its periodical increase. The frequency of remission and suspension of land revenue would also accordingly be reduced. The former Free Fund scheme should be revived and the fund amount should be transferred to Zila Parishads for further allocation to Panchayats and Panchayat Samitis on the basis of some fixed norms.

(Para 7.16)

15.143 The 0.20 paise per capita grant at present given to the Panchayats to meet the Panchayat Secretary's salary should now be stopped as the salary of V. L. W.-cum-Panchayat Secretary would now be met by the Panchayat Samiti and not the Panchayat.

(Para 7.17)

15.144 The Gram Panchayat may be given a share in the forest revenue @ 10% for their being associated in the auction of such forests in their area. If they wish to bid in the auction, their bid may then be preferred on the same lines as that of the cooperatives by giving a premium of 12-1/2 per cent.

(Para 7.18)

15.145 After the powers of sale of abadi land are withdrawn from Panchayats situated within the prescribed radius of big cities, the Government should acquire necessary agricultural land.

(Para 7.19)

15.146 The need for taxing the agricultural income can not be over emphasised. Some taxes may therefore be made compulsory at the Panchayat level. To start with, the House tax and Light and water taxes may be made compulsory. While the light and water taxes should be levied on the basis of no profit, no loss; the house tax may be levied on a slab system whereby small hutments and jhonpris may be exempted and thereafter a percentage on the valuation of the house may be levied as House Tax which should increase progressively with the valuation. Octroi, vehicle and Sale of Animals Tax may also be made compulsory. The Chief Executive Officer should ensure that auction of grazing lands is properly organised at the Panchayat Samiti level. The Panchayat should also properly utilise the land allotted to them.

(Para 7.20-7.23)

15.147 The existing optional powers of taxation with the Panchayat Samiti, should not be shifted to the Zila Parishad and should continue to remain with the Panchayat samiti.

Education cess @ 2/- per family and Profession Tax may be made compulsory and a fixed percentage of State Level fairs should also be given to Panchayat Samitis and small state fairs should be given back to them.

(Para 7.24-7.25)

15.148 The Zila Parishad should compulsorily levy @0.50 paise per rupee, a cess on Land Revenue and small cultivators paying up to Rs. 10/- as Land Revenue annually may be exempted from this compulsory cess. 20% of this compulsory cess may be retained by the Zila Parishad for meeting administrative expenditure and remaining 80% may be distributed to the various Gram Panchayats in proportion to the recoveries made in their areas after deducting the collection charges. Matching grant should be given to them for their levying it at a higher rate.

(Para 7.26)

15.149 100% cess on Stamps and Registration should be levied and it should be distributed amongst the three tiers on a fixed percentage basis Zila Parishad should also levy a compulsory purchase tax @0.50 P. per 100/- on sales of Krishi Upaj Mandi.

(Para 7.27)

15.150 Normally sharing of taxation by different Panchayati-Raj institutions has an inherent danger of creating unnecessary complications as also of putting undue premium on the tier which without facing the administrative burden and the risk of becoming unpopular due to new taxation still shares the fruits of such taxes levied by another institution. In case of Land Revenue cess or any other cess (if such decision is taken), the Zila Parishad may retain 20% of collections and may distribute the remaining portion of collections amongst various areas in proportion to the recoveries made from such areas after deducting the collection charges.

Recovery of loans and dues of Panchayati-Raj institutions should continue to be made by the Revenue Department though for previous loans the Gram Sevak should first exhaust his own attempts before sending a Demand Statement to the Tehsil.

(Para 7.28-7.29)

15.151 The parallel or concurrent powers of taxation in these two bodies as prevalent in some other states is

not only confusing but administratively in-expedient as in such a concurrent sphere, one tier usually passes on the buck and looks forward to the other tier to impose tax in that sphere.

(Para 7.30)

15.152 The initiators of the Community Development Programme had stipulated that ultimately the "Government's programmes with people's participation" should be converted into the "People's programmes with Government participation.—While this slogan would remain a pious wish for a long time to come, it is a fact that real Community Development would not be brought about unless the community itself also involved in its own development. There have been many reasons for the decline of people's participation.

(Para 7.31)

15.153 Involvement of the people would not only supplement the financial requirements but would also simultaneously carry the actual functioning of Panchayati-Raj to the very grassroots and this by itself would revive the real, live and pulsating Panchayati-Raj. People's participation should not only be confined at the implementation stage but should extend to the conception, formulation, planning, implementation and its follow-up or utilisation.

(Para 7.31-7.32)

Chapter VIII—Budgeting and Accounting,

15.154 Since any detailed study of Budgeting and Accountings is not included in the terms of reference of this Committee, a small working group may be appointed to go into this question in greater detail.

The funds should now be transferred to the P.D. Account of Zila Parishads, instead of Panchayat Samitis and the former would thereafter transfer them to the latter.

(Para 8.1-8.3)

15.155 The P.D. Account at the Panchayat Samiti level would still be necessary for many obvious reasons. To

safeguard against misutilisation of loan recoveries, a separate account known as P.D. Account No. 2 may be opened at the Panchayat Samiti level. The Panchayat Samiti would not be competent to withdraw cash from this account and this account would be operated only by a transfer entry to the Government after ensuring that proper classification of heads has been made in case of such recoveries.

(Para 8.3)

15.156 To tackle the gigantic problem of more than 73,000 pending audit paras, the back-log will have to be cleared at a rate much higher than that of the recurring cases of audit objections and for this purpose, additional staff wherever necessary should be provided.

(Para 8.4.-8.6)

15.157 For loan accounts one clerk may be provided in every Panchayat Samiti on an average of 3000 ledgers.

(Para 8.6)

15.158. Routine, formal and comparatively minor objections where no *mala fide* intensions are involved should be dropped. The remaining cases should be pursued vigorously and final action taken against guilty person whether official or non-official.

(Para 8.6)

15.159 Quarterly meetings of the District Level Committee for reviewing the audit objections should be made compulsory and the Deputy Chief Executive Officer who fails to organise such meetings (for no cogent reasons) should be liable for disciplinary action.

(Para 8.6)

15.160 The Collector should become controlling officer for Panchayat Samitis both in case of Accountant General and Local Funds Audit reports.

(Para 8.6)

15.161 Gram Sevak instead of Sarpanch would now handle cash. For this former's operating the bank account and disbursing the amounts as also Shramdan and the responsibility of Panchayat, Sarpanch and Panch for misutilisation of

funds, detailed recommendations have been made in para 8.7.

(Para 8.7--8.10)

15.162 Proceedings under Section 17(4) of the Rajasthan Panchayat Act, 1953 should first be initiated against the defaulting person, on his failing to comply with the requisition under clauses(a) and (b) of sub-section(6) of the Rajasthan Local Funds Audit Act, 1954 and if such person again fails to comply with a second request then alone further action against him under Section 7 of the Rajasthan Local Funds Audit Act may be taken.

(Para 8.11)

15.163 The impartiality of the Inspecting parties from the L. F. A. Department is expected to be above board. They should therefore avoid accepting the hospitality of the inspected institutions.

(Para 8.11-8.12)

15.164 The audit fee charged from the Panchayat Samiti and Zila Parishad at prescribed rates should be given as grant-in-aid by the State Government.

(Para 8.13)

15.165 The forms of accounts to be maintained in the Panchayat Samitis and Zila Parishads should be prescribed in consultation with the Examiner, Local Funds Audit Department.

(Para 8.14)

15.166 The default of payment of loans, taxes and any other dues of Panchayati Raj institutions should be treated as a disqualification for persons contesting for the membership of such institutions.

(Para 8.15)

15.167 Outstanding loans of Panchayat Samitis against the cooperative societies should also be taken into account

while considering the future applications of such societies by the Cooperative Bank for determining their limit.

(Para 8.16)

15.168 In case of pending enquiries, a dogged determination to cleanse the Augean-stables with a firm hand by resisting all pressures either from officials or non-officials, is needed.

(Para 8.17)

15.169 The various forms and procedure of budgeting and accounting should be simplified as far as possible.

(Para 8.18)

15.170 If the Panchayati-Raj institutions are to play an effective role in rural development, the accounting norms would have to be a little liberal, and promotitude rather than procrastination-orientated, so that the smooth implementation of various schemes may not founder simply because of the accounts-wing of these Institutions. A liberal and constructive accounts approach should however not be taken as a licence for any misuse or abuse of financial powers where the accounts personnel should certainly act as a watchdog of financial interests.

(Para 8.19)

15.171 For avoiding delay in the transfer of funds to the P. D. Account of Panchayati-Raj institutions, the prescribed time-schedule should be adhered at every stage.

(Para 8.17-8.20)

15.172 Every year, the requirements should be closely scrutinised so that the increase on account of additional D. A., increase in pay-scales etc. may be duly reflected therein. Consolidated instead of piece-meal proposals for allotment of funds should be sent to the Finance Department as far as possible.

(Para 8.20)

15.173 Tentative allocations for the next year should also be intimated to all Zila Parishads so that they may keep such tentative indications in view while finalising the plans.

(Para 8.21)

TRAINING

15.174 The need for right type of training at regular intervals both for officials and non-officials engaged in Panchayati-Raj cannot be over-emphasised. Training provides an investment in Human-beings and therefore the time, money and energy spent over this is bound to pay rich dividends inasmuch as the human tools for achieving social change and economic growth, during the process of training get not only sharpened but also re-moulded to suit the ever-changing need both of the environment as also the society.

(Para 9.1)

15.175 Training has also a multiplier effect by carrying the message of Training, through those trained, to many more persons who have not been able to come to the Training Institutions.

(Para 9.2)

15.176 Out of the ten Panchayati-Raj training Centres in the third five year plan, 9 have successively either been closed or merged with Gram Sevak Training Centres and only one Centre at Dabok is now being run by the non-official institution. The non-official agency has got necessarily performed better than the officially run training centres and has the additional disadvantage of the Development Department's limited control over such institution run wholly by a non-official agency. The centre may therefore be taken back in the State sector.

(Para 9.3-9.5)

15.177 On completion of fresh elections after 9 years the training programmes of non-officials would certainly have to be boosted up as thousands of non-officials (the majority of whom may be fresh entrants) would be elected and would have to be trained. There would therefore be a need to re-start the various Panchayati-Raj centres which in the previous years have been successively closed down.

(Para 9.6)

15.178 The functioning of various training institutions has worsened over the years. Not only was the staff of

the Training Centres not sufficiently occupied but even the quality of training has left much to be desired.

(Para 9.7-9.9.)

15.179 Our training centres today are languishing mainly because of concerned department's apathy towards deputing good persons on the staff. The situation can be improved only if the Development Department has the final say in selecting these persons.

(Para 9.10-9.11)

15.180 To attract necessary talent to Training Centres, persons posted in these Centres should be given sufficient incentives as also the facility of free house. Also even comparatively junior but deserving persons may be selected so that they may get a substantial jump in the matter of emoluments and status.

(Para 9.12)

15.181 In respect of the training of staff posted in Panchayati-Raj, the Development Department should formulate the training programmes in case of officials on deputation to Panchayati-Raj and in case of officials appointed by the District Selection Board or the State level Panchayati-Raj Service Commission, the Chief Executive Officer should formulate their training programme.

(Para 9.13)

15.182 The syllabii should be brought up-to-date and should be taught very comprehensively and not cursorily. In future also the syllabus should be reviewed periodically, say after every five years.

(Para 9.14)

15.183 The work-load of the staff of the Training Centres should be increased with a greater sprinkling of Refresher courses, orientation courses and Seminars etc.

(Para 9.15)

15.184 The training of non-officials in particular should be organised during periods other than peak agriculture seasons.

(Para 9.16)

15.185 Besides the Daily Allowance, the facility of free food being already arranged for non-officials at these training centres should continue.

(Para 9.17)

15.186 Training should also include programmes for recreation and sight-seeing so that the programmes may become attractive enough as a package deal and persons deputed for such training may then feel encouraged rather than diffident to attend such courses.

(Para 9.18)

15.187 The syllabii as also the method of training should be problem-oriented rather than book-oriented.

(Para 9.19)

1.188 The books and material necessary for training and concerning the syllabii should be made available in simple Hindi.

(Para 9.20)

15.189 Sufficient attention should also be given on the orientation of aptitude and attitudes of the trainees besides imparting them the other requisite knowledge.

(Para 9.21)

15.190 The trainers themselves also need a Trainer's training and such programmes should also be regularly organised in collaboration with the Harish Chandra Mathur State Institute of Public Administration.

(Para 9.22)

1.191 There should be a growing traffic between the Director of Training and the Harish Chandra Mathur State Institute of Public Administration.

(Para 9.23)

15.192 The performance of an official trainee during the training courses should also be somehow tagged with his career development. To start with, it could be provided that an overall excellent performance of a trainee during a training course as evaluated by the Principal should be recognised by the grant of one grade increment without cumulative effect.

(Para 9.24)

15.193 It may also be provided that if an official does not undergo training within a specified period (say 2 years) after he has been required to undergo such training, his one grade increment should be stopped without cumulative effect.

(Para 9.24)

15.194 In order to make Patwari more responsive and responsible to Panchayati-Raj institutions it would be necessary that in the syllabus of his training at the Patwar Training School, a separate chapter should be incorporated on Community Development and Panchayati-Raj and Patwari's role therein and he should be required to pass a separate paper on the subject. As a corollary, in the syllabus of two years' training for Gram Sevaks also, a provision should be made for imparting elementary knowledge of revenue administration to the Gram Sevak.

(Para 9.25)

15.195 For organising Workshop and Refresher Courses for Primary School teachers with the objective of bringing improvement in the quality of teaching, the Inspector of Schools (or the District Education Officer) should be given a specific responsibility as also authority to depute Panchayati-Raj teachers also and those failing to carry out such orders should face stoppage of grade increment as already mentioned above. This deterrent provision should be applicable in case of training of other officials also.

(Para 9.26)

15.196 The District Level Officers also should be required to undergo a reorientation course either at the Udaipur Institute or Harish Chandra Mathur State Institute of Public Administration. Unless these official-leaders at the district level are adequately reoriented, it would be difficult for them to lead their team in the right direction.

(Para 9.27)

15.197 A greater utilisation of National Institute of Community Development at Hyderabad should be ensured by sending regularly sufficient number of officials and non-officials for various orientation courses arranged by the Institute.

(Para 9.28)

15.198 The staff of various Training Institutions in the State should have an opportunity at regular intervals to meet each other and exchange ideas.

(Para 9.29)

15.199 To inculcate a healthy competition amongst various training centres, the idea of starting an annual competition with some trophy or prizes may be tried and competitions may be held after ensuring quantifiable norms which may cover the various aspects of the Training Institutions.

(Para 9.30)

Chapter X—Supervision & Control And Delegation of Powers

15.200 The concept of Democratic decentralisation would remain only a pious ideal unless in its actual working, it is placed on a sound footing and its processes provide an inbuilt mechanism of checks and balances by which while the various tiers of Panchayati-Raj enjoy the necessary autonomy in their specified spheres they are also made responsible for the misuse of such autonomy. Power and answerability should go together. Besides, the State itself has the responsibility to ensure that the powers delegated by it are exercised properly.

(Para 10.1)

15.201 The existing powers of Supervision and Control at the local level are rather vague as also ineffective. To cite only one example, the Additional District Development Officer who under the general control of the District Development Officer is incharge of Community Development and Panchayat Department at the district level does not have sufficient statutory powers under the relevant Acts and Rules. It would therefore be necessary to amend the definition of District Development Officer (now the Chief Executive Officer) so as to include the Additional District Development Officer (now the Deputy Chief Executive Officer) also.

(Para 10.2)

15.202 Powers vesting in the State Government in Sections 7, 9 (A), 17 (4), 25, 27B, 70, 70(A), 70(b), 72 and 73 should not be delegated to the Collectors as these powers are too vital and the State Government should

continue to exercise these powers. powers of removing Upsarpanchas and Sarpanchas may be delegated to the Executive Committee of the Zila Parishad and in case of Panchas, the existing powers of Collector may be given to Chief Executive Officer.

(Para 10.3-10.6)

15.203 Under Section 70(A) of the Rajasthan Panchayat Act, 1953 in place of the words "Panchayat Samiti" the words "Zila Parishads" may be substituted. *(Para 10.7)*

15.204 References under Section 63 (2) of the Rajasthan Panchayat Act now come to the Community Development and Panchayat Department. In such cases, approval of the Chief Executive Officer should suffice. *(Para 10.8-10.9)*

15.205 Powers under Section 65 (c) of the Rajasthan Panchayat Act should be delegated to the Chief Executive Officer. The Chief Executive Officer of the Zila Parishad should henceforth be the officer-in-charge of Panchayats falling within his jurisdiction. There should be a provision in the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959, (Similar to the one in Section 69 of the Rajasthan Panchayat Act) designating the State Government as the "Chief Controlling Authority" in respect of Panchayat Samitis and Zila Parishads. *(Para 10.10-10.12)*

15.206 The existing powers of the Collector under Section 39 of the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 (hereinafter referred to as the Act) may now be given to the Chief Executive Officer and the delegated powers of the Collector under Section 80(3) of the Act may be given to the Zila Parishad. *(Para 10.13)*

15.207 The powers under Section 66 (a) in respect of Panchayat Samitis at present vested in the State Government may now be delegated to the Zila Parishads. *(Para 10.14)*

15.208 While the proposed Chief Executive Officer of Panchayat Samitis would have the present powers of the Collector in concerning regulation pertaining to Agriculture Production Programme, in the context of the pro-

posed weaker Panchayat Samiti tier and stronger Zila Parishad tier, it is only logical that the Zila Parishad should have the power of cancelling any resolution of the Panchayat Samiti after of course following the necessary procedure of giving the Panchayat Samiti a reasonable opportunity of being heard as provided in sub-section (2) of Section 66 of the Act. (Para 10.15-10.16)

15.209 The present powers of Collector under Section 68 should now be transferred to the Chief Executive Officer and the Collector should now not have such powers. (Para 10.17)

15.210 While bye-laws made by the Panchayat Samitis may take effect after the approval of the Zila Parishad, the bye laws made by the Zila Parishad may take effect after the State Government have sanctioned the same. (Para 10.18)

15.211 The provision similar to one under Section 40 of the Act may also be made in respect of Pramukh, Up-Pramukh or the member of the Zila Parishad. (Para 10.19)

Chapter XI—Gram Sabha

15.212 Democratic Decentralisation would not be complete unless this decentralisation goes to the grassroots. The Democracy at the grassroot can not blossom without an active involvement of the Gram Sabha. While in Rajasthan, people wishing well of Panchayati-Raj have been emphasising time and again the importance of an active Gram Sabha and the need for the Sabha providing a sound sustenance for the functioning of the three tiers of the Panchayati-Raj, the word 'Gram Sabha' as such ironically does not find any place either in the relevant Act or rules. (Para 11.1)

15.213 It is well known that the Gram Sabhas in Rajasthan have functioned more on paper than in reality and besides various other reasons like the lack of secretarial assistance, illiteracy, ignorance and apathy of the villager, indifference of the Sarpanch, unsuitable timings and lack of proper publicity etc. the more important reason for the inaction of the

Gram Sabha is the absence of any specific and effective functions which the Gram Sabha is supposed to perform, (Para 11.2)

15.214 The Gram Sabhas in Rajasthan should be given a statutory recognition. (Para 11.3-11.4)

15.215 It should be made compulsory on the part of Gram Sevak-cum-Panchayat Secretary to attend every meeting of such Gram Sabha. The Extension Officers and the Vikas Adhikaris should also be required to attend these meetings and for the Sarpanch it should be statutorily necessary to attend such meetings. His failing to do so continuously for say, three consecutive meeting should render him disqualified to remain Sarpanch. (Para 11.5)

15.216 The timing of the Gram Sabha meetings should be such so as not to synchronise with the sowing or harvesting seasons and the two meetings every year may therefore be convened in May-June and December-January respectively. (Para 11.6)

15.217 Much would depend as to how much interesting the programme of such meetings is in store for the common man. No quorum of such meetings should however be insisted upon. (Para 11.7)

15.218 Since most of the problems of Villagers pertain to the Revenue Department, the Patwari should also compulsorily attend the meetings of the Gram Sabha. (Para 11.8)

15.219 Various activities which by rules or otherwise are conducted in a Mazma-E-Aam (like the attestation of mutations etc.) should also be conducted during the Gram Sabha meetings. (Para 11.9)

15.220 In Gram Sabha meetings, instead of inflicting speeches on the residents, the audience should be encouraged to ask questions pertaining to the activities of the Panchayat after the last meeting of the Gram Sabha and the Sarpanch and the Panchas present should try to satisfy the questioners. (Para 11.10)

15.221 The record of deliberations of a Gram Sabha meeting should invariably be put up and considered in the next meeting of the Gram Panchayat and the Gram Panchayat's decision or follow up action thereon should likewise be placed and discussed before the next meeting of the Gram Sabha
(Para 11.11)

15.222 The tours of the Gram Sevaks, Extension Officers, Vikas Adhikaris, D.L.Os., Chief Executive Officer etc; should be planned in such a way that they may synchronise with the Gram Sabha meetings of the area.
(Para 11.12)

15.223 Besides the Gram Sevak and the Patwari, the teachers should also compulsorily attend the Gram Sabhas meeting.
(Para 11.13)

15.224 Tehsildar and Naib Tehsildar should also attend these meetings and the Sub-Divisional Officer should attend wherever possible.
(Para 11.14)

15.225 The Gram Sabha should also discuss and evaluate besides the decisions regarding mutations etc. the extension work done by the Extension staff.
(Para 11.15)

15.226 Attractive programmes like film shows, film, songs, puppet shows etc. should also be included in the meetings and due publicity should be given.
(Para 11.16)

15.227 Gram Sabha should function more or less like Parliament to which the Government of India and the Central Cabinet has a specific answerability. Their functioning would be meaningful only if the twin objective of the average villager's active participation in such meetings with a sense of belonging to the village as also the reflection of the Gram Sabha's aspirations in the working of three tiers of Panchayati-Raj is achieved.
(Para 11.17)

Chapter XII—Coordination & Relationship

15.228 The term "Coordination" has been described in so many ways that it really defies any precise connotation. Coordination has been defined as the conscious and deliberate

attempt to systematically link up a variety of activities of diverse agencies not all necessarily subject to the control of a single authority with a view to realising their common objective. (Para 12.1)

15.229 The importance of coordinated approach both in planning and formulating the schemes as also their implementation in the Panchayati-Raj setup cannot be over emphasised. (Para 12.2)

15.230 The problem of inter-institutional non-coordination would now be reduced, as the strongest tier would now incidently be the top-most tier also which in the present set-up also is supposed to pay a coordinational role without necessary powers. In future it would be an effective coordinating institution. (Para 12.3)

15.231 No cut and dry formula could be provided for intra-institutional coordination and for problems of group rivalries etc. only healthy conventions should grow. Cooperative Banks, Municipalities and the Panchayati-Raj Institution should also function in close harmony. (Para 12.4)

15.232 In order to ensure a reciprocal representation in Cooperatives and Panchayati-Raj, the Chief Executive Officer (or Dy. Chief Executive Officer in his absence) may be nominated on the Board of Directors of the Central Cooperative Bank and Primary Land Development Bank and the Chairman of Production Committee may be the permanent invitee. Similar nomination may be made of Vikas Adhikari and the Gram Sevak on the block and village level Cooperative institutions. (Para 12.5)

15.233 In the proposed set-up when all the concerned District Level Officers would be transferred under the administrative control of Zila Parishad, the problem of their apathy towards Panchayati-Raj Institutions would be automatically resolved. The Revenue, Police and a few other departments like Commercial Taxes, Excise etc. whose administrative control would not be transferred to Zila Parishad would be represented by the Collector and the Sub-Divisional Officer

in the Zila Parishad and Panchayat Samiti respectively in their capacity of ex-officio membership of these bodies.

(Para 12.6)

15.234 The hands of the Director of Community Development & Panchayats should be further strengthened by entrusting him a positive coordinational role at the state level. Community Development & Panchayats Department should devote more time to planning and coordination of Panchayati-Raj in the State. The Committee visualises this department to in fact serve as a "Clearing House", of new schemes, plans, ideas etc., and the department should also act as a nerve centre of new thoughts training guidance and extension aspects of Community Development. Officers with abounding zeal and dedication should be posted at the State headquarters.

(Para 12.7)

Relationship

15.235 Since the mutual relationship is based mainly on the personal equation, the various instructions issued in the past or to be issued in future would not be a solution unless both the elected representatives and the officials engaged in Panchayat-Raj are determined to act in harmony and as a team to achieve the larger goal of Community Development.

(Para 12.8)

15.236 The principal task of the elected representatives is to enunciate policy and issue direction for its implementation. The execution should be left to the public servant

(Para 12.9-12.10)

15.237. The public servants should be enabled and encouraged to give right advice without fear or favour. It would be an advice backed by experience and force of law and rules.

(Para 12.9-12.10)

15.238 Once decision is taken, there should be no discretion left to the public servant to withhold execution. He should implement the decision faithfully and loyally. (Para 12.9-12.10)

15.239. When power is vested in the public servant by law, it should never be interfered with except through the process of law i.e. through appeals, revision etc. (Para 12.9-12.10)

15.240 They should function as colleagues without any complex of their respective position and should be inspired by spirit of service. (Para 12.9-12.10)

15.241 There should be mutual trust and respect for one another's views. (Para 12.9-12.10)

15.242 The Vikas Adhikari and other Extension Officers as also District Level Officers and the Chief Executive Officer and Dy. Chief Executive Officer should be thoroughly oriented in respect of their responsiveness and answerability towards the people's representatives. The elected representatives should also likewise be given an orientation training. (Para 12.11)

15.243 Officials who have either no faith in Panchayati-Raj or have not been able to shed their bureaucratic attitude should be withdrawn from Panchayati-Raj. (Para 12.12)

15.244 Local leadership is also expected to evolve a self-imposed code of conduct and behaviour so that it may project a proper image about itself and then inspire respect and emulation. (Para 12.13)

Chapter XIII—Other Matters

15.245 To ensure an effective link between the State Govt. and Panchayati-Raj Institutions, a State level Panchayati-Raj Advisory Council may be constituted under the Chairmanship of the minister in-charge of Panchayat. It may consist of Members of Parliament, Members of Legislative Assembly, Pramukhs, Pradhans, Sarpanchas, some other prominent persons and concerned officials. It should advise the Government on all general questions pertaining to Panchayati-Raj and should meet twice a year. (Para 13.1)

Amendment in Acts/Rules

15.246. It is only after Government decisions on various recommendations of this Committee that the question of implementing these decisions by bringing about necessary legislation or amendments in the existing legislation would

arise. To draft any amendments in anticipation of Government decision on the basis of Committees recommendations would be premature. (Para 13.2-13.3)

Redelimitation of Panchayati-Raj Institutions

15.247 The one man Commission set-up for the purpose was abolished by the Government in 1968 for no ostensible reasons. A whole time and separate Panchayats and Panchayat Samitis Re-organisation Commission would be necessary for this work which the present committee with its limited time and resources is unable to undertake.

The elections should however not be postponed any more and may be held on the basis of the statusquo regarding the existing boundaries of Panchayati-Raj Institutions and the work of redelimitation may, if considered necessary, be taken up by a separate Commission after the elections are held. (Para 13.5)

Hand Book of Panchayati-Raj

15.248 After the lapse of many years, the functions of the various functionaries enumerated in this Hand Book have either become absolute or have undergone change. As a consequence this Hand Book which some time back was a very useful documents now needs a thorough revision 'सासुदायिक विकास पुस्तिका' would also need a similar revision by the department.

(Para 13.5).

Honorarium and D.A to Non-Officials

15.249 While the officials are posted in Panchayati-Raj institutions on a whole time basis, the Committee feels that due to the paltry honorarium, the Pramukhs and the Pradhans are getting, they are not able to devote their sufficient time as they have to engage in other professions also to earn their livelihood. In order to ensure that the Pramukh, Up-Pramukh Chairman of various Standing Committees of Zila Parishad and the Pradhan are engaged in Panchayati-Raj on a whole time basis, the committee recommends that they may be given an

honorarium of Rs. 500/-, 400/-, 300/- and Rs. 300/- per month respectively besides a free house. (Para 13.6)

15.250 The rates of D.A. for members of Zila Parishad as also members of Panchayat Samiti are too meagre and should be adequately raised for which detailed recommendations have been made in Para 13.7 (Para 13.7)

15.251 At present the Sarpanchas and Panchas do not get any D.A. or Honorarium. Since the quantum of travel in their case as also the quantum of Planning of various schemes etc., that they have to undertake is limited no honorarium or D.A. may be provided for them (Para 13.7)

Chapter XIV—Evaluation And Reappraisal:

15.252 Panchayati-Raj in Rajasthan is nearly 14 years old and during this period various evaluations have been carried out from time to time regarding its functioning. Besides the Study Team on Panchayati-Raj (1964.) The Committee on State Primary Education (1963) and the Committee on Primary Education in Panchayati-Raj (1969), many other evaluations were also carried out by the Evaluation Organisation on various specified aspects of Panchayati-Raj. (Para 14.1)

15.253 Some of these reports have however not been given the attention that they deserve. The deliberations of every Committee involve substantial time and energy of its members and the staff as also substantial financial expenditure on the part of the Government. Unless follow-up action in right earnest is therefore undertaken on the various reports, the very purpose of appointment of such study teams and their protracted deliberations is defeated. (Para 14.1)

15.254 The Government should consider our various recommendations in all seriousness and expeditiously and take decisions thereon. (Para 14.1)

15.255 Besides these State Level Evaluations a periodical reprisal of programme implementation at the district

level should also be undertaken. The evaluation agency at the district level should be independent of the Zila Parishad or State control and its terms of reference quite comprehensive. The evaluation at the district level may be undertaken once in every three years and a special call which may look after the implementation of the reports of such study group from every district may be created in the Community & Development Department.

(Para 14.2)

15.256 The State Government should from time to time be prepared to hear criticism also of the functioning of the Panchayati-Raj (wherever such criticism is justified) in the spirit of rejuvenating Panchayati-Raj. (Para 14.2)

15.257 The district evaluation besides assessing quantitatively should also assess the qualitative achievements. The impact of a particular programme on the attitudes and aptitudes of the people, the progress made in the extension workers journey towards "Destination Man" and the inculcation in the individual a sense of belonging to the Community and such other matters which can not be quantified should also be an equally important sphere for evaluation.

(Para 14.3)

सत्यमेव जयते

15.258 The evaluation agency should not only evaluate the Ends but also the Means, and it must distinguish the failure of a "means" from failure of "ends".

(Para 14.4)

15.259 Case studies on different subject matters also play an important role to provide projections for future on the basis of various conclusions drawn from such studies and should therefore be undertaken.

(Para 14.5)

15.260 The Administrative intelligence machinery at the State headquarters also needs to be strengthened.

(Para 14.6)

ANNEX 1
QUESTIONNAIRE

1. Role and Status of Panchayati-Raj

- 1.1 Do you think that the Panchayati-Raj institutions have made a deep and abiding impact on rural life during the last twelve years (1959-1971) for which they have been operating in Rajasthan ?
- 1.2 Do you think that it would be possible to do away with Panchayati-Raj institutions for any reason at any point of time in future ? Give reasons.
- 1.3 If not, what measures should be taken by the State Government to make the Panchayati-Raj a success ?
- 1.4 Do you think that Panchayati-Raj has of late been devalued ? Give reasons.
- 1.5 Do you think that the introduction of Panchayati-Raj has accelerated the political development of the rural masses along the desired lines ?
- 1.6 Do you think that Panchayati-Raj institutions have emerged as important agencies of economic development at local levels ? Give reasons.
- 1.7 Do you think that the Panchayati-Raj institutions have played an active part in improving the lot of weaker sections in society ? Give reasons and illustrations.
- 1.8 It is said that Panchayati-Raj leaders are not interested in the problems of backward classes as they come from upper social strata. What is your experience ?
- 1.9 Do you think that the Members of the Parliament and State Legislatures should continue to be associated with the Panchayati-Raj Institutions or completely disassociated from them ?

M.L.A.
Associated
Disassociated
M.P.
Associated
Disassociated

- 1.10 If their association is to be continued, what should be its form and nature ?

M.L.A.
M.P.

- 1.11 Do you think that the honoraria and other facilities given to the Chairman of Panchayati-Raj bodies are Commensurate with their role and status ?
- 1.12 If no, what are your suggestions in this regard in respect of :

- (a) Pramukh
- (b) Pradhan

2. State Administration and Panchayati-Raj

- 2.1 How has the State administration looked upon Panchayati-Raj institutions ?
 - (a) as agent of State Government.

- (b) as units of Self-Government at rural local level
- (c) as extension of community development

- 2.2 Do you think that the Secretaries, Heads of Departments and other high officials have regularly included Panchayati-Raj institutions in their tour itinerary ?
- 2.3 Do you think that Panchayati-Raj non-officials have been duly associated with top policy making bodies, committees and working groups set up by the State Government from time to time ?
- 2.4 If yes, what are these bodies ?
- 2.5 If no, should they be associated and with what type of bodies ?
- 2.6 What, according to you, has been the contribution of the Development Department in fostering the working and development of the Panchayati-Raj institutions ?
- 2.7 Do you think that the State Public Relations Machinery has been able to fully highlight the achievements of Panchayati-Raj institutions ?
- 2.8 If not, what measures do you suggest to associate State Public Relations machinery in highlighting the achievements of Panchayati-Raj institutions ?

3. Structure and Constitution

- 3.1 What is your opinion about the existing three-tier structure of Panchayati-Raj ? How has it been in Rajasthan operating ?
- 3.2 What changes, if any, you would like to suggest in the three-tier structure ?
- 3.3 Do you think that the Zila Parishad should remain an Advisory Coordinative body as at present or its powers and functions be remodelled on the lines of the 'Active Executive, type as in Maharashtra ?
- 3.4 Do you think that the Panchayat Samitis in Rajasthan constitute a viable unit from the point of view of (a) administrative efficiency and (b) developmental planning and should they be retained as the local unit of Panchayati-Raj structure ? Give reasons in support of your view.
- 3.5 Do you think that the existing policy of forming Panchayats for every village or a group of villages has been satisfactory from economic and administrative point of view ? Give reasons in support of your view.
- 3.6 What, according to you, should be the optimum size of a Panchayat in terms of—
 - (a) Area
 - (b) Population
- 3.7 Do you think that the system of ex-officio membership of Sarpanchas in Panchayat Samiti and Pradhans in Zila Parishad has worked well and must be regarded as cardinal principal of Panchayati-Raj structure ? Give reasons and suggest changes, if any.
- 3.8 Do you think that the provisions relating to co-optation have yielded the desired results at various levels ?
- 3.9 What modifications, if any, you would suggest in the pattern of co-optation ?
- 3.10 Do you think that the broad-basing of the electoral college of the Pradhans has yielded satisfactory results ? Give reasons and illustrations.

- 3.11 Would you like to suggest any change in this respect ?
- 3.12 Do you think that the present policy of ward-wise election of members of Panchayats (Panchas) should continue ? Give reasons.
- 3.13 What has been your experience of making the District Collector an ex-officio member of the Zila Parishad ?
- 3.14 Would you like any change in this position ?

4. Powers and Functions—

- 4.1 Do you think that the State Government has devolved a significant amount of powers and functions to the Panchayati-Raj institutions ?
- 4.2 Do you think that there has been a gradual erosion of the powers and functions of Panchayati-Raj institutions on account of Government's policy of resumption of powers and functions originally developed upon Panchayati-Raj institutions ? (If yes) give reasons and illustrations.
- 4.3 Do you think that the Panchayati-Raj institutions possess adequate (a) powers (b) resources (c) personnel to fulfil their statutory duties ? Why do you think so ?
- 4.4 Do you think that the Panchayati-Raj institutions should be more actively involved with functions relating to (a) Collection of land revenue and maintenance of land records, (b) Maintenance of law and order, (c) Municipal functions relating to drainage, sewerage, street-sanitation etc. Give reasons.
- 4.5 Do you think that the Panchayati-Raj institutions have become agencies for local planning and rural development in a real sense ? If no, what steps would you suggest to ensure that they assume this role ?
- 4.6 Do you think that the Panchayati-Raj institutions have been able to make a substantial contribution in promotion of the welfare of the backward classes and weaker sections of society ? If no, what are the reasons ?
- 4.7 Do you think that the Panchayati-Raj institutions have been successful in playing their role as extension agencies in the field of agricultural production ? If no, what are the reasons ?
- 4.8 Do you think that the Panchayati-Raj institutions have played a significant role in distribution of financial and technical inputs required for increasing agricultural production ? If no, what are the reasons ?
- 4.9 Do you think that the Panchayati-Raj institutions in general and Panchayat Samitis in particular have been able to effect the requisite degree liaison and co-ordination between the numerous private, government and autonomous agencies operating in rural areas including (i) Agricultural Universities, (ii) Nationalised Banks, (iii) State Agro Industries Corporation, (iv) State Ware Housing Corporation (v) State Small Scale Industries Corporation (vi) Khadi and Village Industries Corporation, (vii) Land Mortgage Banks, (viii) Small Farmers Development Agencies and (ix) Co-operatives. If no, what are the reasons ?
- 4.10 Do you think that there are some specific functions which are at present being handled by the State Government or its Departments which can be straightway handed over to Panchayati-Raj Institutions ? If yes, what are these functions ?

5. Finances and Resources Mobilisation

- 5.1 Do you think that the financial resources of the various Panchayati-Raj institutions are adequate to meet their requirements in terms of (a) Establishment costs, (b) Capital investments, and (c) Development expenditure.

(a) Establishments costs

- (b) Capital investments
(c) Development expenditure

- 5.2 Do you think that the total quantum of financial resources in the shape of grants, grants-in-aid and loans made available by the State Government to the Panchayati Raj institutions is sufficient to meet the needs of the Panchayati-Raj institutions ?
- 5.3 Do you think that a minimum grant, on per capita basis should be made available to each Panchayati-Raj institutions ? If yes, what should be the per capita grant in case of (a) Panchayats, (b) Panchayat Samitis and (c) Zila Parishads ?
- 5.4 Do you think that the existing tax sources and tax rates prescribed for Panchayat Samitis are adequate for meeting their requirements ?
- 5.5 Do you think that the prescribed schedules of Panchayat Samiti tax rates need revision ? If yes, what changes would you suggest ?
- 5.6 Do you think that some additional tax sources should be placed within the jurisdiction of Panchayat Samitis ? If yes, what are they ?
- 5.7 Do you think that the Panchayats are able to effectively tap the tax sources placed within their jurisdiction ? If no, what are the reasons ?
- 5.8 What special measures and incentives you would suggest to encourage greater tax effort on the part of the Panchayats ?
Measures.
Incentives.
- 5.8A Do you think the imposition of a few taxes should be made obligatory for the Panchayati-Raj institutions ? If so, what should be such taxes ?
- 5.9 Do you think that the Panchayat Samitis have shown a keen interest in augmenting their non-tax revenue ? If no, what are the reasons ?
- 5.10 What special measures and incentives you would suggest to encourage greater tax effort on the part of the Panchayat Samitis ?
Measures.
Incentives.
- 5.11 Do you think that Panchayat Samitis have been able to secure appreciable returns from the enterprises undertaken by them under the Free Fund Scheme ? If no, what are the reasons ?
- 5.12 Do you think that Panchayats and Panchayat Samitis can significantly augment their income and expand their area of activities by launching remunerative enterprises ?
- 5.13 Do you think the Panchayat and Panchayat Samitis are not able to mobilize resources, specially tax resources, on account of lack of penal powers and/or non-cooperation of revenue officials and other authorities ?
lack of penal powers
Non-cooperation of revenue and other authorities.
- 5.14 Do you think that the percentage of recovery of loans and advances made available by Panchayati-Raj institutions have been satisfactory ? If no, what are the hindrances ?
- 5.14A Do you think the present procedure of assessment and recovery of taxes levied by Panchayats and Panchayat Samitis is satisfactory ? If not, what changes do you suggest ?
- 5.15 Do you think that the Panchayati-Raj institutions have made a significant contribution in (a) Small Savings and (b) Rural Life Insurance Schemes ? If no, what are the reasons ?

5.16 Do you think that the Panchayati Raj institutions have played their due role in collections relating to National Defence Fund ?

5.17 Do you think that the Panchayati Raj institutions should be allowed to raise public loans for undertaking capital intensive projects from the open market or financial institutions like LIC, IFC, RFC, RIMDC, etc.

6. People's Participation

6.1 Do you think that there has been a gradual but steady decline in the amount as well as quality of peoples' participation during the recent years ? If yes, what are the reasons ?

6.2 Do you think that the existing policy of insisting on people's participation for all types of projects and schemes is conducive to proper planning and honest execution at local levels ? If no, would you suggest that it should be given up or modified ? If the latter, in what way ?

6.3 Do you think that some reliable and uniform criteria and norms should be evolved to assess the value of people's participation in the form of labour keeping in view the varying wage rates in different areas and the varying difference between the actual wage rates and the Government approved P.W.D. wage rates which are normally used for computing the value of labour inputs ? If yes, what should be these criteria and norms ?

6.4 Do you think that the farmers co-operative with the Panchayati Raj officials and non-officials in making available their farms for purpose of 'demonstrations' and other extension uses ? If no, what are the reasons ?

6.5 Do you think that the villager's desire for spread of education makes them enthusiastic as far as people's participation for school buildings, etc., is concerned ? Give reasons.

6.6 Do you think that people's participation is actually a hinderance rather than a catalyst for rural development especially because it puts an unequal burden on some people while the benefits of the scheme are enjoyed by all irrespective of whether they have personally contributed in the execution or not ? Give reasons.

6.7 Do you think that the bulk of peoples' participation, specially that part of it which is in the form of unskilled or semiskilled labour, is derived mainly from the weaker sections of the village community while those from the well-to-do strata make a relatively small contribution ?

6.8 Do you think that the existing rules and provisions relating to estimation and computation of peoples' participation give rise to considerable scope for corruption, illegal gratification and manipulation of statistics regarding physical achievements ? If yes, what changes would you suggest ?

6.9 Have you any suggestions to make for increasing involvement of the people in rural reconstruction work ? If so, give your suggestions.

7. Development Administration and Economic Planning

7.1 Do you think that the Panchayati Raj institutions have played an active role in plan formulation and plan implementation ? If no, what are the hindrances ?

7.2 Do you think that the Collectors have taken a keen interest in the working of Panchayati Raj institutions or they have given higher priority to revenue administration and/or their other duties connected with regulatory administration ?

Keen interest in Panchayati Raj Institutions.

Keen interest in revenue and development institutions.

In both

- 7.3 Do you think that the district level functionaries of various Development Departments have actively assisted the Panchayati Raj institutions in formulation and execution of developmental projects ? If no, why is it so ?
- 7.4 Do you think that the Vikas Adhikari and the other block extension officials have adopted a genuine developmental outlook and have been free from the traditional maladies of bureaucratic administration ? If no, what are the reasons ?
- 7.5 Do you think that the schemes of 'Planning from Below' has been properly executed in Rajasthan ? If yes, what are the reasons ?
- 7.6 Do you think that the focus should shift from Panchayat Samiti to Zila Prishad as focal unit of local planning and development ? Give reasons to explain the position that you take.
- 7.7 Do you think that the concept of single village Panchayat is compatible with the needs of development administration regional planning in Rajasthan ? Give reasons to explain the position that you take.
- 7.8 Do you think that the Panchayati Raj institutions are adequately equipped with staff and other resources for purposes of project formulation, implementation and evaluation ?
- 7.9 Do you think that the 'Schematic Budget' was a useful device for purposes of Panchayati Raj planning and should it continue to be used after the C. D. 'Schematic Budget' funds are exhausted ?
- 7.10 Do you think that the existing powers and ceiling with regard to financial outlays which the various Panchayati Raj institutions can sanction on their own are appropriate ? If no, what changes would you suggest ?
- 7.11 Do you think that the Panchayati Raj institutions are burdened with too many routine and regulatory functions which deflect time and energy of Panchayati Raj officials and non-officials from developmental work ? If yes, what are they ?
- 8. Agricultural Production.**
- 8.1 Do you think that the Panchayati Raj institutions have played a significant role in the agricultural sector of rural life in Rajasthan ?
- 8.2 Do you think that the Panchayati Raj institutions have been able to execute successfully the schemes transferred from the Agriculture Department ? If no, what are the difficulties ?
- 8.3 Do you think that the Panchayati Raj non-officials have taken a keen interest in schemes relating to provision of agricultural credit and other inputs and have volunteered to share the burden of the Government and Panchayati Raj officials in this regard ? If no, why did they not do so ?
- 8.4 Do you think that the Panchayati Raj institutions have been able to secure equitable and economical distribution of agricultural inputs routed through them by State Government and other agencies ? If so, why did they fail to do so ?
- 8.5 Do you think that the Panchayati Raj institutions have taken a keen interest in preparation and updating of village production plans ? If no, what have been hindrances ?
- 8.6 Do you think that the Panchayati Raj institutions have taken a keen interest in utilisation and coordination of the services and goods provided by the numerous agencies operating in the field of agricultural production, agricultural finance and rural marketing ? If no, why did they fail in this respect ?

- 8.7 Do you think that the District Agriculture Production Committee has been able to play a significant role in the sphere of agriculture production ? If not, why could it not do so ?
- 8.8 Do you think that representatives of Panchayati Raj institutions should be given membership on the managing committees of the agencies operating in the field of agriculture ?
- 3.9 Do you think that the performance of Panchayati Raj institutions in the sphere of agriculture has been significantly affected with the posting of A. E. Os. as Vikas Adhikaris ? Why do you think so ?
- 8.10 Do you think that the 'Green Revolution' wherever and to whatever extent it has occurred has by passed Panchayati Raj institutions or occurred inspite of its existence ? Why do you think so ?

9. Social Welfare

- 9.1 Do you think that the Panchayati Raj institutions have taken a keen interest in schemes pertaining to social-welfare ? If not, why did they not do so ?
- 9.2 Do you think that the schemes run by the Social Welfare Department receive enthusiastic co-operation of Panchayati Raj non-officials ? If no, what is the reason ?
- 9.3 Do you think that the Panchayati Raj institutions have made available adequate grants, grants-in-aid and subsidies for social welfare institutions and schemes operating within their jurisdiction ? If no, why could they not do so ?
- 9.4 Do you think that the Panchayati Raj institutions have taken an active interest in various social welfare schemes run by international organisations and voluntary agencies ? Give reasons for your answer.
- 9.5 Do you think that the Panchayati Raj institutions have made a significant contribution in administration of the Applied Nutrition Programme ?
- 9.5A Do you think that the assistance provided by CARE is useful ? If not, what is the reason ?
- 9.6 Do you think that the Panchayati Raj non-officials and officials have given due priority to programmes of adult literacy ? If no, what is the reason ?

10. Weaker Sections

- 10.1 Do you think that the Panchayati Raj institutions have laid due emphasis on schemes pertaining to welfare of weaker sections of society ? If no, what is the reason ?
- 10.2 Do you think that the Panchayati Raj institutions have fully utilised all the schemes and schematic funds placed at their disposal for purposes of benefiting the weaker sections of society ? If no why could they not do so ?
- 10.3 Do you think that the present constitution and socio-economic background of the Panchayati Raj leadership are conducive to optimum utilisation of Panchayati Raj institutions for schemes relating to welfare of weaker sections ? If no, in what respects do, they fall short ?
- 10.4 Do you think that the Panchayati Raj institutions have made a significant contribution in expansion of educational facilities and opportunities for the weaker sections by (a) opening special schools, etc., (b) subsidising hostel and tuition fees (c) Co-ordinating the distribution of earmarked scholarship offered by various Government agencies ? If no, why could they not do so ?
- 10.5 Do you think that the Panchayati Raj institutions have given special attention

towards ameliorating the economic conditions of the land-less labourers and their families ? If no, why did they not do so ?

- 10.6 Do you think that the Panchayati Raj institutions have played a positive and active role in various schemes relating to distribution of land and allocation of house sites to members of scheduled castes and scheduled tribes ? If no, why did they not do so ?
- 10.7 Do you think that the Panchayati Raj institutions have played their due role in schemes relating to old age pension ?
- 10.8 Do you think that the women co-opted members have played an active role in the deliberations of the Panchayati-Raj institutions ? If no, why could they not do so ?
- 10.9 Do you think that the co-opted members of scheduled castes and scheduled tribes have played active role in deliberations of Panchayati Raj institutions ? If no, why could they not do so ?
- 10.10 Do you think that the provisions relating to cooptation of members belonging to weaker sections should be retained as they are serving the aims for such cooptation ? Give reasons about the position that you take.

11. Panchayati Raj Administration :

- 11.1 Do you think that the administrative structure and rules and procedures of the Panchayati-Raj institutions are satisfactory from the point of view of development and decentralisation ? If no, what changes would you suggest ?
- 11.2 Do you think that the appointment of the Collector as the District Development Officer should continue ? Give reasons in support of your view.
- 11.3 Do you think that if the Deputy Development Officer has to play a positive role vis-a-vis Panchayati Raj institutions the status of his office should be up-graded ? If yes, in what respects ?
- 11.4 Do you think that the policy of withdrawing R. A. S. Officers for the post of Vikas Adhikaris has affected the administrative efficiency of the Panchayati Raj Institutions ? If yes, in what respect and why ?
- 11.5 Do you think that 'Specialist' Vikas Adhikari can effectively coordinate the work of extension officers drawn from a variety of specialisations ? Give reasons in support of your view.
- 11.6 Do you think that the non R. A. S. Vikas Adhikari would be able to maintain proper administrative control over the extension officers ? Why do you think so ?
- 11.7 Do you think that Vikas Adhikari can properly reconcile administrative control over the technical specialists with the technical control exercised over these functionaries by their department Officers ? If no, why does he fail to do so ?
- 11.8 Do you think that the present arrangement for financial administration in the Panchayat Samiti office is satisfactory ? If no, what are the major defects ?
- 11.9 Do you think that the present arrangements regarding preparing scrutiny and approval of the annual budgets of the Panchayati Raj institutions are appropriate ? If no, what are the major defects ?
- 11.10 Do you think that the powers of administrative control and supervision vested in the Vikas Adhikari are adequate to ensure smooth team work at the Panchayat and Panchayat Samiti levels ? If no, what additional powers would you recommend ?

- 11.11 Do you think that the Panchayat's work suffers on account of inadequate secretarial assistance ? If yes, what are your suggestions in this regard ?
- 11.12 Do you think that the experiment of Group Secretaries has been successful ? Give reasons in support of your view.
- 11.13 Do you think that the District Establishment committee has been able to discharge its functions properly ? Give reasons in support of your view.
- 11.14 Would you suggest any changes in the structure and role of District Establishment Committee ? If yes, what changes would you recommend ?
- 11.15 Do you think that the Panchayat Samiti and Zila Parishad Service Selection Commission has been able to discharge its duties in a satisfactory manner ? Give reasons in support of your view.
- 11.16 Would you suggest any changes in the structure and role of the Panchayat Samiti and Zila Parishad Service Selection Commission ? If yes, what changes would you recommend ?
- 11.16 A Do you think that for increasing efficiency in the Panchayati-Raj system some more powers should be vested in the Collectors and Vikas Adhikaris vis-a-vis the members of the Panchayat Samitis and Zila Parishad Service. If so, what powers for Collectors/Vikas Adhikaries you will suggest ?
- 11.17 Do you think that more all State services or cadre must be constituted to ensure proper service conditions for a larger number of Panchayati Raj officials ? Give reasons.
- 11.17 A Do you think it will be advisable not to have the separate Panchayat Samitis and Zila Parishad Service and that all personnel required for manning the service under the Panchayati-Raj Institutions be drawn from the concerned services in the State ?

12. Supervision and Control

- 12.1 Do you think that the existing statutory provisions and the rules and orders issued thereunder unduly encroach upon the autonomy of the Panchayati-Raj institutions? If yes, how do they do so ?
- 12.2 Do you think that the Development Department has functioned as an efficient agency for control and supervision over Panchayati-Raj institutions. If no, what have been the hindrances ?
- 12.3 Do you think that the State Government has exercised its powers regarding changes in the territorial jurisdiction of Panchayati-Raj institutions in a fair and democratic manner ? If no, why do you think so ?
- 12.4 Do you think that the cases involving enquiries against Panchayati-Raj non-officials have been handled promptly and fairly ? If no, what are the reasons ?
- 12.5 Do you think that the number of cases involving removal and disqualification of Panchayati-Raj non-officials have been excessive ?
- 12.6 Do you think that the number of cases involving supervision and/or cancellation of resolutions of Panchayati Raj institutions has been excessive or the powers in this regard, vested in the Collector and other functionaries have been exercised in moderation and with restraint ?
- 12.7 Do you think that the police and other district authorities have shown due regard for the status and privileges of Panchayati-Raj non-officials in cases involving them in their personal capacity? If no, why do you think so ?

- 12.8 Do you think that the Heads and other officials of various Departments have maintained regular qualitative and quantitative control over the technical Schemes of the Panchayati-Raj institutions ? Give reasons and illustrations to support the position that you take.
- 12.9 Do you think that the existing media or financial control and supervision over Panchayati-Raj institutions are satisfactory ? If no, in what respects do they fall short ?
- 12.10 Do you think that the existing provisions relating to audit of Panchayati-Raj accounts are satisfactory ? If no, in what respects do they fall short ?

13. Audit and Accounts

- 13.1 Do you think that the present financial and accounting year (1st April to 31st March) is appropriate in the context of Panchayati-Raj institutions? If no, why do you think so and what change would you suggest ?
- 13.2 Do you think that the arrangements for depositing and storing moneys at the Panchayat level are satisfactory ? If no, why do you think so and what change would you suggest ?
- 13.3 Do you think that the existing procedures for account-keeping can be simplified in order to expedite the flow of work of the Panchayati Raj institutions ? If yes, in what respects ?
- 13.4 Do you think that a large percentage of funds of the Panchayati-Raj institutions remain non utilised on account of delays in appropriation and sanctions at various levels ?
- 13.5 Do you think that the existing arrangement for periodicals auditing of Panchayati Raj accounts are satisfactory ? If no, why are they not satisfactory ?
- 13.6 Do you think that the scope of "Test Audit" conducted by the A. G. Rajasthan should be widened to include a large number of Panchayati-Raj institutions ?
- 13.6A Do you think that the pre-audit system should be introduced to have a check on irregular expenditure ?
- 13.7 Do you think that the Panchayati-Raj institutions take prompt action in compliance of objections raised in the audit reports ? If no, why do they not do so ?
- 13.8 Do you think that the present provisions regarding recovery of expenditure disallowed by Audit from Panchayati-Raj non-officials are satisfactory and sufficient? If no, what changes would you suggest ?
- 13.9 Do you think that the present arrangement for disbursement of teachers' salaries satisfactory from the point of view of maintenance of accounts ? If no, what changes would you suggest ?
- 13.10 Do you think that the powers of financial administration with regard to accounts and audit of Panchayati-Raj institutions should be decentralised at the district level ?

14. Inter Institutional Relation

- 14.1 Do you think that the present institutional interlinkages between the Panchayats, Panchayat Samitis and Zila Parishads are conducive to better coordination of the activities of these institutions ? If no, why do you think so and what changes would you suggest ?
- 14.2 Do you think that the Zila Parishad has been able to play an important role in District Planning and giving a proper perspective for individual plans prepared by Panchayats and Panchayat Samitis? If no, why could they not do so?

- 14.3 Do you think that the Zila Parishad possesses adequate administrative powers to restrain or modify specific policies of the Panchayats and Panchayat Samitis ?
- 14.4 Do you think that the Zila Parishads have exercised the powers to scrutinise Panchayat Samiti budgets in a satisfactory manner? If no, why did they not do so?
- 14.5 Do you think that the Zila Parishads have been guided by considerations of equity and economy with regard to allocation of funds and goods to Panchayat Samitis in the district ? If not, what have been the reasons for their not doing so?
- 14.6 Do you think that political factors have often vitiated Panchayat Samiti-wise allocation of funds etc. ?
- 14.7 Do you think that Panchayat Samitis have adopted rational and consistent criteria for allocation of Panchayat-wise goods and funds ? If not, what have been the reasons for their not doing so ?
- 14.8 Do you think that political factor can be eliminated or minimised from the allocative decisions in the Panchayati Raj institutions? Give reasons in support of your answer.
- 14.9 Do you think that there is a tendency towards concentration of schemes and projects at the Panchayat and Panchayat Samiti Headquarters? If yes, what are its reasons ?
- 14.10 Do you think that the existing procedures regarding joint activities by several Panchayati-Raj institutions need to be strengthened ? Give reasons in support of your answer.

15. Relations with Associate Institutions

- 15.1 Do you think that the Panchayati-Raj institutions have taken a keen interest in promotion and development of voluntary institutions like Mahila Mandals etc. ? If no, why did they not take interest ?
- 15.2 Do you think that the Panchayati-Raj officials and non-officials have taken a keen and continuing interest in holding Gram Sabha meetings ? If no, why did they not do so ?
- 15.2A Do you think that the some statutory power to Gram Sabhas will enhance their status and importance and it will have desired effect on Panchayats to fulfill their obligations ? If yes, what sort of powers do you suggest to be vested on Gram Sabhas ?
- 15.3 Do you think that the Panchayati-Raj officials and non-officials have taken a keen interest in working of the Nyaya Panchayats? If yes, in what respects. If no, why did they not do so ?
- 15.4 Do you think that the existing statutory provisions relating to linkage of Panchayati Raj institutions with Gram Sabha and Nyaya Panchayat need modification ? If yes, why and in what respects
- 15.5 Do you think that the existing Panchayati-Raj institutions are equipped to handle the powers and functions of the Nyaya Panchayats ? If no, why are they not equipped and what steps would you suggest to equip them ?
- 15.6 Do you think that the Panchayati Raj institutions in Rajasthan have maintained close links with All India Panchayat Parishad or other similar federative agencies ?
- 15.7 Do you think that the Panchayati-Raj institutions have maintained the necessary linkages with urban local self-government institutions, specially in cases involving physical proximity, territorial crisis-crossing and urban expansion ?

- 15.8 Do you think that the Panchayati-Raj institutions have been equipped to handle municipal functions in large townlike villages ?

16. Institutional Reorganisation

- 16.1 Do you think that the present policy of constituting a Zila Parishad for each revenue district should be continued ? If no, what change would you suggest ?
- 16.2 Do you think that the present norm regarding the area and population of Panchayat Samiti need revision or redefinition ? If yes, in what respects ?
- 16.3 Do you think that the present policy regarding the formation of Village Panchayats requires modification ? If yes, in what respects ?
- 16.4 Do you think that it would be advisable to scrap the existing three-tier structure and replace it with a two tier structure ? Give reasons in support of your views.
- 16.5 If yes in Q.16.4, which of the following alternatives would you prefer ?

- (i) Zila Parishad and Panchayat Samiti
- (ii) Zila Parishads and Panchayats
- (iii) Panchayat Samiti and Panchayats

Give reasons for your preference.

- 16.6 Do you think that statutory provision should be made for constitution of Nagar Panchayats for bigger town like Villages ? Give reasons.
- 16.7 Do you think that the existing laws and rules regarding conversion of a Village Panchayat into a Municipal Board and vice-versa are satisfactory ? If no, why do you think so and what changes would you suggest ?
- 16.8 Do you think that there would be no harm if Panchayati-Raj is scrapped ? Give reasons.
- 16.9 Why according to you Panchayati Raj elections have been postponed all these years ?
- 16.10 What according to you has been the impact of postponment of elections of Panchayati Raj institutions ?
- 16.11 Would you like the term of Panchayati-Raj institutions to be made five years and elections to these bodies to be conducted together with elections to State Assembly ?

ANNEX 2

Statement regarding the Replies to the Questionnaire.

NON-OFFICIALS :

1. M. L. As., M. Ps. and Pramukhs	29
2. Pradhans	64
3. Sarpanchas	199
4. Chairmen, Nyaya Panchayat	158
5. Secretaries, Nyaya Panchayat	8
6. Members, Nyaya Panchayat	8
7. Others	4
TOTAL	470

OFFICIALS :

1. Collectors	4
2. Additional District Development Officers	7
3. Vikas Adhikaris	97
4. Others	30
TOTAL	138
GRAND TOTAL	608



सत्यमेव जयते

ANNEX 3

An analysis of the replies received to the Questionnaire

ROLE AND STATUS OF PANCHAYATI-RAJ STATE ADMINISTRATION AND PANCHAYATI-RAJ

S. No.	Category.	Impact of Panchayati-Raj on rural life.			Possibilities to dispense with Panchayati-Raj Institutions.			Role of the State Administration upon Panchayati-Raj institutions.			
		Healthy	Unhealthy.	No Impact.	No Reply.	Yes.	No.	No. reply.	As agent of State Govt.	As Unit of Self Govt. of rural community local level.	As extension of Com-munity Develop-ment.
1.	Collector	4	..	..	..	..	4	..	..	1	2
2.	Addl. D. D. O.	6	..	..	1	1	5	1	1	1	2
3.	Miscellaneous	23	4	..	3	12	17	1	12	4	7
4.	Vikas Adhikari	91	5	..	1	31	66	..	15	30	57
5.	M. L. A., M. P., Pramukh	21	3	4	1	4	25	..	13	12	14
6.	Pradhan	53	4	4	3	16	48	..	15	25	25
7.	Sarpanch	105	..	14	20	59	134	6	47	56	62
8.	Chairman, Nyaya Panchayat	126	..	9	23	63	91	4	60	61	61
9.	Secretary Nyaya Panchayat	5	..	3	..	4	4	..	..	2	2
10.	Member, Nyaya Panchayat	7	..	..	1	3	5	..	2	3	5
11.	Miscellaneous	2	1	..	1	..	4	..	..	1	..
		503	17	34	54	193	403	12	165	196	237
											101

STRUCTURE AND CONSTITUTION.

S. No.	Category.	Contribution of Development Deptt. in fostering and working of Panchayati-Raj institutions.				Should Zila Parishad remain as an advisory body or remodelled and strengthened on Maharashtra Pattern.				
		Healthy.	Normal.	No contri- bution.	No reply.	Re-modelled & streng- thened on Maharashtra continue advisory pattern.	Existing pattern may continue body.	Should function as an advisory body.	Should be abolished. shad should be vested with more powers.	No Reply.
1.	Collector	1	1	1	1	1	..	1	1	..
2.	Addl. D. D. O.	3	2	..	2	6	..	..	1	..
3.	Miscellaneous	12	5	8	5	20	1	1	1	3
4.	Vikas Adhikari	67	11	12	7	43	10	5	2	12
5.	M. L. A., M. P., Pramukh	7	7	14	1	11	2	2	2	4
6.	Pradhan	5	32	21	6	22	10	7	2	2
7.	Sarpanch	18	92	51	38	89	25	10	8	28
8.	Chairman, Nyaya Panchayat	15	57	56	30	69	22	4	2	40
9.	Secy., Nyaya Panchayat	1	4	2	1	5	..	..	..	1
10.	Member, Nyaya Panchayat	..	5	2	1	7	1	..	..	..
11.	Miscellaneous	..	..	4	..	..	1	..	..	..
		129	216	171	92	273	72	28	18	91

Membership and Mode of Election of Pradhan/Sarpanch

S. No.	Category.	Should the system of ex-officio membership of Sarpanchas/Pradhan continue.		Whether the original set-up of election of Pradhan should continue or it may be through electoral college or direct				
		Should continue.	Should be dropped.	No reply.	Original set-up favoured.	Electoral College favoured.	Direct election favoured.	No reply.
1.	Collector	4	..	..	..	2	..	2
2.	Addl. D. D. O.	6	..	1	..	3	1	3
3.	Miscellaneous	21	7	2	3	4	6	17
4.	Vikas Adhikari	75	21	1	8	35	25	29
5.	M.L.A., M.P. Pramukh	20	9	..	5	7	9	8
6.	Pradhan	57	7	..	7	28	15	14
7.	Sarpanch	170	27	2	26	40	84	49
8.	Chairman, Nyaya Panchayat	98	56	4	20	47	53	38
9.	Secretary Nyaya Panchayat	5	2	1	..	..	5	3
10.	Member, Nyaya Panchayat	5	3	..	..	4	3	1
11.	Miscellaneous	4	..	..	..	2	2	..
		465	132	11	69	172	203	164

Powers and Functions

S. No.	Category	Should Distt. Collector continue as an ex-officio member of Zila Parishad				Has the State Government given sufficient powers and functions to Panchayati-Raj institutions			
		Continue	Dis-continue	No Reply		Yes	No	No reply	
1.	Collector	2	1	1		4			
2.	Addl. D.D.O.	4	2	1		3	2		2
3.	Miscellaneous	7	9	14		13	16		1
4.	Vikas Adhikari	57	12	28		38	59		..
5.	M. L. A., M. P. Pramukh	14	7	8		6	21		2
6.	Pradhan	37	13	14		16	47		1
7.	Sarpanch	128	26	45		38	156		5
8.	Chairman, Nyaya Panchayat	102	7	49		66	87		5
9.	Secretary, Nyaya Panchayat	7	..	1		3	5		
10.	Member, Nyaya Panchayat	8	..	..		3	5		
11.	Miscellaneous	2	1	1		2	2		
		368	78	162		192	400		16

S. No.	Category	Has there been erosion of powers and functions of Panchayati Raj on account of Government policy			Panchayati Raj has been successful in playing a role of extension agency in Agriculture programme			Should Panchayati Raj institutions be more actively involved with functions relating to (a) collection of land revenue and maintenance of land records (b) maintenance of law and order (c) Municipal functions		
		Yes	No	No Reply	Yes	No	No reply	Yes	No	No reply
1.	Collector	3	1	..	3	1	..	1	3	..
2.	Addl. D. D. O.	3	5	1	4	2	1	2	3	2
3.	Miscellaneous	19	9	2	20	9	1	24	5	1
4.	Vikas Adhikari	61	34	2	78	19	..	82	15	..
5.	M. L. A., M. P., Pramuks	22	5	2	15	12	2	21	6	2
6.	Pradhan	55	7	2	55	8	1	59	3	2
7.	Sarpanch	141	48	10	121	74	4	185	10	4
8.	Chairman, Nyaya Panchayat	97	54	7	81	75	2	141	14	3
9.	Secretary, Nyaya Panchayat	4	3	1	3	5	..	..	2	..
10.	Member, Nyaya Panchayat	4	4	..	5	3	..	7	..	1
11.	Miscellaneous	4	..	..	4	..	..	2	2	..
		413	168	27	389	208	11	530	63	15

FINANCE AND RESOURCES MOBILISATION

S.No.	Category	Are the financial resources of the various Panchayati Raj institutions, adequate ?			Do you favour imposition of some compulsory taxes for Panchayati Raj ? If so, what should be such taxes ?					Do you think that the Panchayati Raj institutions are not able to mobilise resources on account of (a) lack of penal powers (b) non-co-operation of Revenue authorities.					
		Yes	No	Reply	Land reve- nue	Educa- tion	House Tax	Other taxes im- posed	No reply	Yes	No	reply	Yes	No	No reply
1.	Collector	..	4	..	1	2	..	4	..	3	1	..	1	3	..
2.	Adl. D. D. O.	1	4	2	..	2	3	5	..	2	4	2	1	3	2
3.	Miscellaneous	4	25	1	8	11	6	26	2	6	18	9	3	18	9
4.	Vikas Adhikeri	39	58	..	53	53	15	62	3	6	70	23	4	73	21
5.	M.L.A. M. P., Pramuks	4	23	2	4	8	3	4	5	6	17	8	4	18	5
6.	Pradhan	14	42	8	13	17	3	15	15	12	52	9	3	50	10
7.	Sarpanch	32	139	23	20	33	36	72	35	42	135	55	9	131	57
8.	Chairman, Nyaya Panchayat	26	119	13	17	14	16	56	35	32	96	52	10	102	45
9.	Secretary, Nyaya Panchayat	1	7	..	1	1	2	6	..	1	7	..	1	7	1
10.	Member, Nyaya Panchayat	1	5	2	1	..	2	..	2	3	1	6	1	1	6
11.	Miscellaneous	1	3	..	..	..	1	1	..	2	3	..	1	3	..
123	429	56	118	141	87	251	97	112	406	165	37	407	159	42	

PEOPLE'S PARTICIPATION

S. No.	Category	Should the Panchayati Raj institutions be allowed to raise public loans for undertaking capital intensive projects of LIC, IFC, RFC, RIMDC etc.,			Do you think that the existing policy of insisting on people's participation for all type of projects is conducive to proper planning and honest execution			Have the Panchayati Raj institutions played vital role in Plan formulation/implementation		
		Yes	No	No reply	Yes	No	No reply	Yes	No	No reply
1.	Collector	2	1	1	1	2	1	3	1	..
2.	Addl. D. D. O.	2	4	1	..	5	2	2	4	1
3.	Miscellaneous	14	13	3	14	15	1	9	18	3
4.	Vikas Adhikari	51	46	..	34	62	1	75	21	1
5.	M. L. A., M P., Pramukh	23	3	3	13	14	2	14	14	1
6.	Pradhan	50	13	1	30	28	5	46	17	1
7.	Sarpanch	141	46	12	100	59	10	106	88	5
8.	Chairman, Nyaya Panchayat	109	41	8	74	68	16	66	82	10
9.	Secretary, Nyaya Panchayat	5	2	1	2	5	1	2	6	32
10.	Member, Nyaya Panchayat	4	4	..	5	3	..	6	2	..
11.	Miscellaneous	3	1	..	3	1	..	2	1	1
		404	174	30	275	292	40	331	254	23

DEVELOPMENT ADMINISTRATION AND ECONOMIC PLANNING

219

S. No.	Category	Have the Collectors taken keen interest in Panchayati Raj working or Rev. administration ?			Do you think that the focus may shift from Panchayat Samitis to Zila Parishads as local unit of local planning and Development			Do you think that the Panchavati Raj institutions are burdened with the many routine regulatory functions ?		
		Yes	No	Reply	Yes	No	Reply	Yes	No	Reply
1.	Collector	3	..	1	3	..	1	2	1	1
2.	Addl. D. D. O.	2	3	2	3	1	3	6	..	5
3.	Miscellaneous	5	17	8	16	6	8	21	8	4
4.	Vikas Adhikari	42	36	19	66	8	23	33	62	2
5.	M. L. A., M. P., Pramukh	5	22	2	14	13	2	15	14	..
6.	Pradhan	19	43	2	51	8	5	8	52	4
7.	Sarpanch	85	107	7	147	45	7	78	104	17
8.	Chairman, Nyaya Panchayat	74	78	6	97	51	10	81	62	15
9.	Secretary, Nyaya Panchayat	2	6	..	4	4	..	4	4	..
10.	Member, Nyaya Panchayat	5	3	..	5	3	..	3	5	..
11.	Miscellaneous	..	3	1	1	2	1	1	3	..
		242	318	48	407	141	60	252	316	40
								229	324	55

AGRICULTURE PRODUCTION

S. No.	Category	Role Played by Panchayati Raj institutions in Agriculture sector of rural life			Role played by Distt. Agriculture Committee in the field of Agriculture culture production			Do you think that the Green Revolution wherever and to whatever extent it has occurred, has by-passed Panchayati Raj institutions or occurred inspite of its existence		
		Healthy	Un-healthy	No reply	Healthy	Un-healthy	No reply	Yes	No	No reply
1.	Collector	3	1	..	4	..	..	..	4	..
2.	Addl. D. D. O.	4	2	1	3	3	1	3	2	2
3.	Miscellaneous	21	3	4	17	8	5	17	10	3
4.	Vikas Adhikari	83	13	1	64	31	2	73	23	1
5.	M. L. A., M. P., Pramukh	16	13	..	11	17	1	16	9	2
6.	Pradhan	59	4	1	39	20	5	35	24	5
7.	Sarpanch	130	59	10	83	92	24	108	78	13
8.	Chairman, Nyaya Panchayat	89	62	7	78	68	12	65	68	25
9.	Secretary, Nyaya Panchayat	3	5	..	3	4	1	2	5	1
10.	Member, Nyaya Panchayat	5	3	..	6	2	..	4	2	2
11.	Miscellaneous	4	..	..	3	1	..	4	..	..
		417	167	24	311	246	51	329	225	54

SOCIAL WELFARE

S. No.	Category	Do you think that Panchayati Raj institutions have made available adequate grants, grant-in-aid and subsidies for social welfare institutions and schemes operating in their jurisdiction ?			Do you think that Panchayati Raj institutions have made a significant contribution in administration of Applied Nutrition Programme ?			Do you think that the Panchayati Raj non-officials and officials have given due priority to programme of adult-literacy ?		
		Yes	No	No reply	Yes	No	No reply	Yes	No	No reply
1. Collector		3	1	..	3	1	..	1	3	..
2. Addl. D. D. O.		2	4	1	4	2	1	2	4	1
3. Miscellaneous		11	15	4	18	9	3	10	16	4
4. Vikas Adhikari		49	45	3	84	12	1	58	38	1
5. M. L. A., M. P. Pramukh		11	18	..	17	12	..	15	12	2
6. Pradhan		38	25	1	53	11	..	35	27	2
7. Sarpanch		96	97	6	139	49	11	114	77	8
8. Chairman, Nyaya Panchayat		71	78	9	93	55	10	86	63	9
9. Secretary, Nyaya Panchayat		4	3	1	1	6	1	4	4	..
10. Member, Nyaya Panchayat		3	4	1	4	3	1	5	2	1
11. Miscellaneous		1	2	1	3	1	..	1	3	..
		289	292	27	419	161	28	331	249	28

WEAKER SECTIONS

S. No.	Category	Role played by Panchayati Raj institutions regarding distribution of land and allocation of house sites to scheduled castes and scheduled tribes.			Have the Women co-opted members played an active role in Panchayati-Raj ?			Do you think that provisions relating to Co-option of members belonging to weaker sections should be retained.		
		Positive	Negative	No reply	Yes	No	No reply	Yes	No	No reply
1.	Collector	2	2	..	1	3	..	4	..	..
2.	Addl. Distt. Dev. Officer	2	4	1	2	4	1	4	2	1
3.	Miscellaneous	11	16	3	4	23	3	15	11	4
4.	Vikas Adhikari	69	27	1	20	75	2	70	25	2
5.	M. L. A. M. P., Prambh	12	17	..	5	21	3	22	7	..
6.	Pradhan	47	15	2	25	38	1	54	10	..
7.	Sarpanch	148	48	3	82	112	5	155	33	11
8.	Chairman, Nyaya Panchayat	108	43	7	49	104	5	109	40	9
9.	Secretary, Nyaya Panchayat	1	7	..	2	6	..	5	2	1
10.	Member, Nyaya Panchayat	4	4	..	6	2	..	7	1	..
11.	Miscellaneous	2	2	..	..	4	..	3	1	..
		406	185	17	196	392	20	448	132	28

PANCHAYATI-RAJ ADMINISTRATION

S. No.	Category	Should Collector continue as District Development Officer.			Do you think that the status of Dy. District Development officer by up-graded.			Has the policy of withdrawing R. A. S. Officers affected the administration/efficiency of the Panchayati-Raj Institutions.			Is the existing arrangement for financial Administration in Panchayat Samiti office satisfactory		
		Yes	No	No reply	Yes	No	No reply	Yes	No	No reply	Yes	No	No reply
1.	Collector	4	..	..	4	..	..	3	..	1	..	4	..
2.	Addl. Distt. Dev. officer	3	2	2	6	..	1	4	2	1	2	4	1
3.	Miscellaneous	11	16	3	16	12	2	25	3	2	12	14	4
4.	Vikas Adhikari	75	21	1	72	24	1	57	39	1	63	32	2
5.	M. L. A., M. P., Pramukh	20	9	..	20	5	4	20	7	2	10	19	..
6.	Pradhan	47	17	..	43	17	4	41	21	2	35	27	2
7.	Sarpanch	149	50	..	133	57	9	137	55	7	98	95	6
8.	Chairman, Nyaya panchayat	127	27	4	104	45	9	99	49	10	64	86	8
9.	Secy. Nayaya, Panchayat	6	2	..	5	3	..	6	2	..	4	4	..
10.	Member, Nyaya Panchayat	6	2	..	6	2	..	2	4	2	4	3	1
11.	Miscellaneous	2	2	..	4	..	..	4	..	..	1	3	..
Total		450	148	10	413	165	30	398	182	28	283	291	24

PANCHAYATI-RAJ ADMINISTRATION

S. No.	Category	Has the experiment of group secretaries been successful				Has the District Establishment committee discharged its functions satisfactorily				Has the Panchayat Samitis and Zila Parishads selection commission discharged its functions satisfactorily				Should the personnel required for the Panchayati-Raj institutions be drawn from the concerned services in the State or through Panchayat Samitis and Zila Parishad Services.			
		Yes	No	No reply	Yes	No	No reply	Yes	No	No reply	Yes	No	No reply	Yes	No	No reply	No. Reply.
1.	Collector	3	1	..	..	3	1	3	1	3	3	1	..	4	..	..	..
2.	Addl. Distt. Dev. Officer	3	3	..	1	5	1	3	4	6	..	..	..	6	..	..	6
3.	Miscellaneous	17	10	3	9	16	5	9	15	20	9	43	2	72	14	4	11
4.	Vikas Adhikari	65	29	3	45	48	4	52	43	72	14	16	2	16	9	9	4
5.	M. L. A., M. P. Pramukh	12	15	2	11	13	5	15	14	..	..	38	..	38	16	16	10
6.	Pradhan	24	36	4	25	34	5	24	38	..	2	76	25	82	55	55	62
7.	Sarpanch	90	98	11	81	84	34	98	76	75	59	77	22	75	38	38	45
8.	Chairman, Nyaya Panchayat	72	77	9	60	69	29	59	77	..	..	3	..	1	4	4	3
9.	Secy Nyaya Panchayat	3	4	1	3	4	1	3	5	..	..	4	..	4	2	2	2
10.	Members, Nyaya panchayat	1	6	1	4	3	1	4	4	..	..	3	..	3	1	..	..
11.	Miscellaneous	1	2	1	2	2	..	1	3	..	..	3	..	3	1	..	..
Total		291	281	36	241	281	86	271	280	57	321	143	144	143	143	143	144

Through State.
Through Panchayat
Samiti & Zila Parishad
Services.



SUPERVISION AND CONTROL

S. No.	Category	Has the State Government exercised its powers regarding changes in the territorial jurisdiction of Panchayati-Raj institutions in a fair manner				Do you think that the cases involving enquiries against Panchayati-Raj non-officials have been handled promptly and fairly.				Do you think that the Police and other district authorities have shown due regard for the status and privileges of Panchayati-Raj non-officials in cases involving them in their personal capacity.				Do you think that the existing set-up of financial control in Panchayati Raj is satisfactory			
		Yes	No	No reply	Yes	No	No reply	Yes	No	No reply	Yes	No	No reply	Yes	No	No reply	No
1.	Collectro	2	1	1	1	3	..	3	1	..	2	2	..	2	2	..	..
2.	Addl. Distt. Dev. Officer	2	2	3	2	4	1	5	1	1	3	3	1	3	3	1	1
3.	Miscellaneous	18	7	5	7	17	6	17	8	5	13	14	3	13	14	3	3
4.	Vikas Adhikari	76	18	3	37	57	3	69	27	1	71	24	2	71	24	2	2
5.	M. L. A., M. P., Pramukh	18	11	..	8	20	1	16	13	..	14	14	1	14	14	1	1
6.	Pradhan	45	14	5	25	38	1	28	34	2	40	22	2	40	22	2	2
7.	Sarpanch	145	44	10	84	110	5	106	87	6	127	64	8	127	64	8	8
8.	Chairman, Nyaya Panchayat	99	42	17	61	87	10	73	74	11	89	58	11	89	58	11	11
9.	Secy., Nyaya Panchayat	5	3	..	1	7	..	1	7	..	3	5	..	3	5	..	..
10.	Member, Nyaya Panchayat	5	3	..	2	6	..	6	2	..	3	5	..	3	5	..	..
11.	Miscellaneous	2	1	1	..	3	1	..	3	1	2	1	1	2	1	1	1
Total		417	146	45	228	352	28	324	257	277	367	212	29	367	212	29	29

AUDIT AND ACCOUNTS

S. No.	Category	Do you favour the financial year from 1st April, to 31st March or the Calendar Year.			Do you think that a large percentage of funds of Panchayati-Raj institutions remain unutilised on account of delays in appropriation and sanctions at various levels.			Do you labour that test audit of A. G. Rajasthan should be widened to include a large number of Panchayati-Raj institutions			Do you think that the present provisions regarding recovery of expenditure disallowed by audit from Panchayati-Raj non-officials are satisfactory and sufficient.			Do you think that the powers of financial administration with regard to accounts and audit of Panchayati-Raj Institutions should be decentralised at the Dist. Level		
		Yes	No	reply	Yes	No	reply	Yes	No	reply	Yes	No	reply	Yes	No	reply
April to January to March, Dec.																
1.	Collector	4	..	3	..	1	3	1	..	3	1	..	4	..	..	..
2.	Addl. Distt. Dev. officer	6	..	1	6	..	1	4	1	2	5	..	2	5	..	2
3.	Miscellaneous	26	..	4	19	6	5	22	4	4	9	15	6	23	2	5
4.	Vikas Adhikari	91	5	1	72	22	3	72	24	1	55	40	2	55	41	1
5.	M. L. A., M. P. Pramukh	27	..	2	21	7	1	27	1	1	16	11	2	17	11	1
6.	Pradhan	56	6	2	50	12	2	46	15	3	43	19	2	35	24	6
7.	Sarpanch	186	6	7	149	35	15	138	49	12	144	44	11	144	41	14
8.	Chairman Nyaya Panchayat	146	7	5	110	41	7	133	18	7	110	40	8	120	29	9
9.	Secy. Nyaya Panchayat	8	..	..	7	1	..	5	3	..	5	3	..	4	4	..
10.	Member Nyaya Panchayat	8	..	..	6	2	..	7	1	..	7	1	..	4	4	..
11.	Miscellaneous	4	..	..	4	..	..	4	..	..	3	1	..	3	1	..
Total		562	24	22	447	126	35	461	117	30	400	175	33	414	157	37

Inter Institutional Relations

S. No.	Category	Do you think that the present institutional linkages between the Panchayat Samitis & Zila Parishads are conducive to better coordination of the activities of these institutions.			Do you think that the Zila Parishad has adequate administrative powers to restrain or modify specific policies of the Panchayats & Panchayat Samitis.			Do you think that Political factors have often vitiated Panchayat Samiti-wise allocation of funds etc.			Do you think that Zila Parishads have been guided by consideration of Economy and regard to allocation of funds and goods to Panchayat Samitis in the Districts.			Do you think that the existing procedure regarding joint activities by several Panchayati-Raj Institutions need to be strengthened.		
		Yes	No	No rep.	Yes	No	No reply.	Yes	No	No reply.	Yes	No	No reply	Yes	No	No reply
1.	Collector	3	1	..	..	3	1	3	1	1	..	1	3	..	2	2
2.	Addl. District Dev. Officer	2	3	2	..	5	2	1	2	4	1	4	2	3	1	3
3.	Miscellaneous	17	8	5	16	9	5	19	6	5	5	20	5	15	6	9
4.	Vikas Adhikari	72	22	3	30	65	2	62	31	4	20	77	..	62	28	7
5.	M.L.A. M.P. Pramukh	15	14	..	7	22	..	14	14	1	7	21	1	22	5	2
6.	Pradhan	44	16	4	25	36	3	36	25	3	31	31	2	47	7	16
7.	Sarpanch	145	47	7	116	64	19	120	57	22	63	116	20	140	29	30
8.	Chairman Nyaya Panchayat	94	61	3	88	60	10	92	53	13	53	95	10	105	42	11
9.	Secy. Nyaya Panchayat	5	3	..	3	3	2	3	3	2	1	6	1	5	1	2
10.	Member Nyaya Panchayat	6	2	..	4	3	1	4	3	1	4	3	1	7	..	1
11.	Miscellaneous	2	1	1	1	2	1	2	1	1	..	3	1	2	1	1
TOTAL		405	178	25	290	272	46	356	196	56	186	379	43	410	122	76

Relation with Associate Institutions.

Do you think that the Panchayati Raj officials/Non-Officials have taken interest in holding Gramsabha Meetings regularly.

Do you think that the existing statutory provisions relating to linkage of Panchayati-Raj Institutions with Gramsabha and Nyaya Panchayat need modification.

Do you think that the Panchayati Raj Institutions have maintained a close link with All India Panchayat Parishad and other federal agencies.

Do you think that the Panchayati Raj Institutions have maintained the linkages with Urban Local Self Government units.

Do you think that the Panchayati Raj Institutions are equipped to handle Municipal functions in towns and villages.

S. No.	Category.	Do you think that the Panchayati Raj officials/Non-Officials have taken interest in holding Gramsabha Meetings regularly.			Do you think that the Panchayati Raj Institutions have maintained a close link with All India Panchayat Parishad and other federal agencies.			Do you think that the Panchayati Raj Institutions have maintained the linkages with Urban Local Self Government units.			Do you think that the Panchayati Raj Institutions are equipped to handle Municipal functions in towns and villages.		
		Yes	No	No rep.	Yes	No	No rep.	Yes	No	No rep.	Yes	No	No rep.
1.	Collector	2	2	..	2	2	..	1	2	1	1	2	1
2.	Addl. Distt. Dev. Officer	..	5	2	4	3	..	3	1	4	2	1	4
3.	Miscellaneous	11	17	2	14	12	4	3	24	3	4	21	5
4.	Vikas Adhikari	55	41	1	67	25	5	22	73	2	28	67	2
5.	M.L.A. M.P. Pramukh	6	23	..	14	15	..	8	20	1	7	22	..
6.	Pradhan	37	25	2	46	16	2	24	36	4	19	42	3
7.	Sarpanch	99	92	8	124	64	11	55	125	19	52	147	..
8.	Chairman, Nyaya Panchayat	49	102	7	92	59	7	40	98	20	45	113	..
9.	Secretary, Nyaya Panchayat	1	7	..	6	2	..	..	8	..	..	6	2
10.	Member, Nyaya Panchayat	4	4	..	6	2	..	2	6	..	1	7	..
11.	Miscellaneous	2	2	..	2	2	..	..	4	..	..	4	..
Total		266	320	22	377	199	32	155	400	53	158	435	15
											178	387	43

ANNEX 4

Record of Meetings of the High Power Committee.

S. No.	Place	DATES		Duration in days
		From	To	
1.	Jaipur	4-12-71		1
2.	Jaipur	12-1-72		1
3.	Jaipur	6-5-72		1
4.	Various places in Gujarat	17-5-72 to 22-5-72		6
5.	Various places in Maharashtra	15-6-72 to 19-6-72		5
6.	Kota	20-7-72		1
7.	Jhalawar	21-7-72		1
8.	Banswara	22-7-72		1
9.	Dungarpur	23-7-72		1
10.	Udaipur	24-7-72		1
11.	Bhilwara	25-7-72		1
12.	Jaipur	19-8-72 to 20-8-72		2
13.	Jaipur	26-8-72 to 28-8-72		3
14.	Alwar	9-9-72		1
15.	Delhi	10-9-72 to 11-9-72		2
16.	Jaipur	15-9-72		1
17.	Delhi	22-9-72 to 23-9-72		2
18.	Jaipur	26-10-72 to 27-10-72		2
19.	Jaipur	15-1-73 to 16-1-73		2
20.	Jaipur	18-1-73		1
21.	Jaipur	1-3-73 to 2-3-73		2
22.	Jaipur	10-3-73 to 11-3-73		2
23.	Jaipur	21-5-73		1
24.	Jaipur	9-6-73		1
25.	Mt. Abu	10-6-73 to 13-6-73		4
26.	Jaipur	20-6-73		1
				47 days
Number of Meetings				52

ANNEX 5

Record of Meetings of the Sub-Committee of High Power Committee.

S. No.	Place	DATES		Duration.
		From	To	
1.	Jaipur	22-3-73	to 23-3-73	2
2.	Jaipur	31-3-73	to 1-4-73	2
3.	Jaipur	5-4-73		1
4.	Jaipur	7-4-73		1
5.	Jaipur	22-4-73	to 23-4-73	2
6.	Jaipur	30-4-73		1
7.	Jaipur	2-5-73		1

Number of Meetings

10 days.
10

ANNEX 6

List of Provinces, Districts and Institutions visited by the High Power Committee.

Provinces:—

1. Gujarat.
2. Maharashtra.
3. Delhi.

Institutions:—

1. District Panchayat, Rajkot.
2. District Panchayat, Junagarh.
3. District Panchayat, Jamnagar.
4. Zila Parishad, Poona.
5. Taluka Panchayat Veeraval in Gujarat.
6. Taluka Panchayat Porbandar in Gujarat.
7. Taluka Panchayat, Dwarka in Gujarat.
8. Panchayat Samiti, Khed in Maharashtra.
9. Sikka Panchayat in Gujarat.
10. Bhet-Dwarka Panchayat in Gujarat.
11. Rase Panchayat in Maharashtra.

Districts:—

1. Rajkot (Gujarat)
2. Junagarh „
3. Jamnagar „
4. Poona „
5. Kotah (Rajasthan)
6. Jhalawar „
7. Dungarpur „
8. Banswara „
9. Udaipur „
10. Bhilwara „
11. Alwar „
12. Sirohi „

ANNEX 7**List of persons interviewed individually/Collectively by the High Power Committee
in Gujarat.**

1. Minister for Panchayats, Government of Gujarat.
2. Chairman, High Level Committee on Panchayati-Raj, Gujarat.
3. Members of High Level Committee on Panchayati-Raj, Gujarat.
4. Secretary to Government, Panchayats and Health Department, Government of Gujarat.
5. Development Commissioner, Government of Gujarat.
6. Shri Vijay Das Mahant, President, District Panchayat, Junagarh.
7. Shri Basu, District Development Officer, District Panchayat, Jamnagar.
8. Shri Brijlani, District Development Officer, District Panchayat, Rajkot.
9. Shri P. K. Aparnath, Taluka Development Officer, Taluka Panchayat, Veerawal.
10. Shri R. J. Bhatt, Assistant Development Commissioner.
11. Other Officials and non-officials.



List of persons interviewed individually/collectively by the High Power Committee in Maharashtra.

1. Shri V. P. Naik,
Chief Minister.
2. Shri Mohite,
Minister for Co-operation.
3. Shri Shankar Rao Chavan,
Minister for Agriculture.
4. Shri Shankar Rao Patil,
State Minister for Panchayati-Raj.
5. Shri V. V. Satav,
Vice-President, Zila Parishad, Poona.
6. Shri Prabhakaran,
Secretary, Rural Development Department.
7. Shri Sawaian,
Deputy Secretary, Rural Development Department.
8. Shri S. B. Kulkarni,
Development Commissioner.
9. Shri Dinesh Afzulpurkar,
Chief Executive Officer, Poona.
10. Shri M. V. Chopade,
Director of Agriculture.
11. Dy. Registrar Co-operative Societies.
12. Various Heads of Departments of Zila Parishad, Poona.
13. Sarpanch and other Members of Gram Panchayat Rase.
14. Shri Shivle Sabhapati Panchayat Samiti, Khed.
15. Shri Sandmot Up-Sabhapati and other members of Panchayat Samiti, Khed, the
Block Development Officer and other officials and non-officials.
16. Sabhapati, Panchayat Samiti, Dahanu.
17. Other officials and non-officials.

At Kotah.

1. Shri Satya Pal Tyagi, Pramukh, Zila Parishad, Kota.
2. Shri Raghuveer Singh, President, District Co-operative Federation.
3. Shri Gopi Lal, M.L.A.
4. Shri Shiv Narain, M.L.A.
5. Shri Ram Gopal, M.L.A.
6. Shri S. M. Mangal, Pradhan, Panchayat Samiti, Sangod.
7. Shri Chaturbhuj, Pradhan, Panchayat Samiti, Sultanpur.
8. Shri Ram Narain, Pradhan, Panchayat Samiti, Sultanpur.
9. Shri Jeewan Lal, Pradhan, Panchayat Samiti, Shahbad.
10. Shri Jagdeep Singh, Pradhan, Panchayat Samiti, Ladpura.
Shri Heera Lal, Pradhan, Panchayat Samiti, Chechat.
Shri Kalyan Singh, Addl. District Development Officer, Kotah.
Shri P. S. Kushwaha, Principal, Gramsevak Training Centre, Kotah.
14. Shri J. T. Sharma, Vikas Adhikari, Panchayat Samiti, Baran.
15. Shri K. C. Sharma, Vikas Adhikari, Anta
16. Shri Deepa Ram, Vikas Adhikari, Panchayat Samiti, Sultanpur.
17. Shri Pooran Mal Sharma, Vikas Adhikari, Panchayat Samiti, Atru.
18. Other Officials and non-officials.

At Jhalawar.

1. Shri Onkar Lal Chauhan, Minister for Community Development and Panchayats.
2. Shri Jhujhar Singh, State Minister for Education.
3. Shri Munim Gauri Shankar, M.L.A.
4. Shri Ram Prasad Bohra, M.L.A.
5. Shri Jan Mohammed, M.L.A.
6. Shri G. B. K. Hooja, Chairman, Board of Revenue.
7. Shri K. K. Saxena, District Development Officer.
8. Shri S. C. Bhandari, Additional District Development Officer.
9. Shri Kripa Ram, Chairman, District Cooperative Bank.
10. Shri Laxmi Chand, Up-Pradhan, Panchayat Samiti, Bakani.
11. Shri Prithvi Singh, Pradhan, Panchayat Samiti, Khanpur.
12. Shri Bhalerao, Chairman, Gram Sahkari Samiti.

13. Shri Kurban Hussain, Sarpanch, Panchayat, Asnawar.
14. Shri Birdhi Chand, Sarpanch, Panchayat, Pirawa.
15. Shri Mool Chand, Sarpanch, Panchayat, Manoharthana.
16. Shri Raj Mal, Sarpanch, Panchayat, Gangdhar.
17. Sarpanch, Panchayat, Hemda.
18. Shri Eaz Mohammed Khan, Ex-Sarpanch.
19. Shri Damodar Lal Sharma, Vikas Adhikari, Panchayat Samiti, Dag.
20. Tehsildars of District Jhalawar.
21. Other Officials and non-officials.

At Banswara.

1. Pramukh, Zila Parishad.
2. Shri Bala Sahay Sharma, District Development Officer.
3. Sub-Divisional Officer.
4. Executive Engineer, P.W.D.
5. Pradhans, Other Officials and non-officials.

At Dungarpur.

1. Shri Karuna Shankar Pandya, Pramukh, Zila Parishad, Dungarpur.
2. Shri Chandu Lal Gupta, President, District Congress Committee, Dungarpur.
3. Shri Hira Lal Doda, M. P.
4. Shri Bhika Bhai, M.L.A.
5. Shri P. N. Bhandari, District Development Officer, Dungarpur.
6. Shri Bhanji Bhai, Pradhan, Panchayat Samiti, Dungarpur.
7. Shri Chandulal ji, Pradhan, Panchayat Samiti, Aspur.
8. Shri Vimal Prakash Ji Roat, Pradhan, Panchayat Samiti, Sagwara.
9. Shri Dhulji, Pradhan, Panchayat Samiti, Bichhiwara.
10. Shri Hirji Bhai, Pradhan, Panchayat Samiti, Simalwara.
11. Shri M. S. Sethi, Additional District Development Officer, Dungarpur.
12. Shri Keshav Lal Bhandari, Vikas Adhikari, Panchayat Samiti, Dungarpur.
13. Shri R. C. Tripathi, Vikas Adhikari, Panchayat Samiti, Aspur.
14. Shri Kunwant Singh, Vikas Adhikari, Panchayat Samiti, Simalwara.
15. Shri Dharmendra Singh, Vikas Adhikari, Panchayat Samiti, Bichhiwara.
16. Shri Rajendra Kumar Sethi, Vikas Adhikari, Panchayat Samiti, Sagwara.
17. Other Officials and non-officials.

At Udaipur.

1. Shri Roshan Lal, Pramukh, Zila Parishad, Udaipur.
2. Shri Bhanwar Lal Jhanwar, Pramukh, Zila Parishad, Chittorgarh.
3. Shri Lalji Bhai, M.P.
4. Shri Ganesh Lal Mali, M.P.
5. Shri Heera Lal Deopura., M.L.A.
6. Shri Gulab Singh Shaktawat, M.L.A.
7. Shri B. L. Kothari, Pradhan, Panchayat Samiti, Bhinder.
8. Shri Paliwal, Pradhan, Panchayat Samiti, Khamnor.
9. Shri Kishan Trivedi, Pradhan, Panchayat Samiti, Badgaon.
10. Shri Ratan Lal Sharma, Pradhan, Panchayat Samiti, Sarada.
 Shri M. K. Vyas, Additional District Development Officer.
 Shri B. S. Mathur, Principal, State Institute of Community Development & Panchayati Raj.
13. Shri Rajendra Mal Mehta, District Agriculture Officer.
14. Shri Amrit Lal Sankhla, Divisional Forest Officer.
15. Shri Ganpat Lal, District Family Planning Officer, Udaipur.
16. Shri Mangal Singh Buxi, Executive Engineer, Irrigation.
17. Shri Purushottam Mehta, Assistant Secretary, Zila Parishad.
18. Shri Krishna Chandra Gautam, Assistant Registrar, Co-operatives.
19. Shri Ramesh Chandra Trivedi, Lecturer, State Institute of Community Development & Panchayati Raj.
20. Shri Arvindkumar, District Probation and Social Welfare Officer.
21. Shri Ram Saran Sharma, Assistant Engineer, Community Development.
22. Shri Mohan Krishan, Vikas Adhikari, Panchayat Samiti, Sarada.
23. Shri N. L. Bhatnagar, Vikas Adhikari, Panchayat Samiti, Rajsamand
24. Shri Charan Singh, Vikas Adhikari, Panchayat Samiti, Bhim.
25. Shri Baldhar Singh Baliyan, Vikas Adhikari, Panchayat Samiti, Kherwara.
26. Shri Mahendra Singh, Vikas Adhikari, Panchayat Samiti, Khamnor.
27. Shri Amar Singh, Vikas Adhikari, Panchayat Samiti, Relmagra.
28. Shri Parsu Ram, Vikas Adhikari, Panchayat Samiti, Kotra.
29. Shri Ratan Singh, Vikas Adhikari, Panchayat Samiti, Gogunda.
30. Shri Dinesh Chandra, Vikas Adhikari, Panchayat Samiti, Salumber.
31. Shri Shyam Lal, Vikas Adhikari, Panchayat Samiti, Kumbhalgarh.

32. Shri Abhaykumar Jain, Vikas Adhikari, Panchayat Samiti, Girwa.
33. Shri Prem Prakash Pralaya, Vikas Adhikari, Panchayat Samiti, Badgaon.
34. Shri Mahesh Roop Rai, Vikas Adhikari, Panchayat Samiti, Mavli.
35. Shri Raghuvir Singh, Vikas Adhikari, Panchayat Samiti, Amet.
36. Shri Mohan Singh, Vikas Adhikari, Panchayat Samiti, Dhariawad.
37. Shri Sobhag Mal, Vikas Adhikari, Panchayat Samiti, Bhinder.
38. Vikas Adhikari, Panchayat Samiti, Deogarh.
39. Shri Baldeo, Sarpanch, Panchayat Tehlana.
40. Shri Tej Shankar, Sarpanch.
41. Shri Durga Prasad Joshi, Sarpanch, Bagore.
42. Shri Ganesh Sharma, Sarpanch, Salod.
43. Other officials and non-officials.

At Bhilwara

1. Shri Mool Chand Meena, State Minister for Community Development & Panchayats.
2. Up-Pramukh, Zila Parishad, Bhilwara.
3. Shri Bhanwar Lal Maheshwari, M.L.A.
4. Shri Jagdishram Sharma, District Development Officer.
5. Shri Davendra Singh, Pradhan, Panchayat Samiti, Kotri.
6. Shri Lahar Chand, Pradhan, Panchayat Samiti, Asind.
7. Shri Rampal Upadhyaya, Pradhan Panchayat Samiti, Sahara.
8. Shri Bhanwar Lal, Pradhan, Panchayat Samiti, Mandalgarh.
9. Shri Kalyan Mal Dhabai, Pradhan, Panchayat Samiti, Banera.
10. Shri Ratan Lal Tambi, Pradhan, Panchayat Samiti, Jahazpur.
11. Shri Sohan Lal, Pradhan, Panchayat Samiti, Mandal.
12. Shri Chuni Lal, Pradhan, Panchayat Samiti, Suwana.
13. Shri S. K. Vijay, Addl. District Development Officer.
14. Shri L. N. Maheshwari, Executive Engineer (B&R) PWD.
15. Shri R. K. Sharma, District Agriculture Officer, Bhilwara.
16. Shri Vaidya Chhitar Lal, District Ayurvedic Officer.
17. Shri Mohan Lal, Representative of District Industry Officer.
18. Shri Raman Lal Gupta, Asstt. Project Officer.
19. Asstt. Registrar, Cooperative Societies, Bhilwara.

20. Shri Takhat Singh Shekhawat, Forest Ranger.
21. Dr. A. H. Qureshi, Distt. Family Planning Officer, Bhilwara.
22. Shri K. A. Chorasias, Project Director, Pilot Research Project for Growth Centres.
23. Shri Chandanmal Dugar, Project Officer M.F.A.L.
24. Shri B. L. Tiwari, District Statistical Officer.
25. Shri Kanchan Lal Tomar,
26. Shri Man Mohan Lal Patni, District Public Relation Officer.
27. Shri D. R. Mathur, Head Master, Govt. Higher Secondary School, Gangapur.
28. Shri Ram Ratan, Vikas Adhikari, Panchayat Samiti, Suwana.
29. Shri Dharanidhar Garg, Vikas Adhikari, Panchayat Samiti, Hurda.
30. Vikas Adhikari, Panchayat Samiti, Shahpura.
31. Shri Yagya Dutt Sharma, Vikas Adhikari, Panchayat Samiti, Mandalgarh.
Shri Manoharlal Pareek, Vikas Adhikari, Panchayat Samiti, Asind.
- 11 Shri Raghuvir Singh, Vikas Adhikari, Panchayat Samiti, Mandal.
- 12 34. Shri Raingopal Garg, Vikas Adhikari, Panchayat Samiti, Banera.
35. Shri Hukum Singh, Vikas Adhikari, Panchayat Samiti, Sahada.
36. Shri Udailal Dhabai Vikas Adhikari, Panchayat Samiti, Kotri.
37. Shri R. S. Porwal, Vikas Adhikari, Panchayat Samiti, Raipur.
38. Shri Bhanwarlal Pareek, Vikas Adhikari, Panchayat Samiti, Asind.
39. Shri Jamnesh Chobey, Sarpanch.
40. Shri Umakant, Sarpanch.
41. Shri Ram Chandra Pareek, Sarpanch.
42. Shri Bhawani Singh, Sarpanch.
43. Shri Sangram Singh, Sarpanch.
44. Shri Rahmat Ali, Sarpanch, Bhojpura.
45. Shri Balooram Chhipa, Sarpanch.
46. Shri Mangal Singh, Sarpanch.
47. Shri Pratap Singh, Sarpanch.
48. Shri Bhoora, Lal Sarpanch.
49. Shri Takhat Singh, Sarpanch, Kherabad.
50. Shri Ram Niwas Ajmera, Sarpanch, Bhogras.
51. Shri Goverdhanlal, Sarpanch, Rayala.
52. Shri Gordhan Singh, Sarpanch.

53. Shri Krishan Chandra, Adhyaksh, Nyaya Panchayat.
54. Shri Ganesh Lal.
55. Other officials and Non-officials.

At Alwar

1. Shri Sampat Ram, Pramukh, Zila Parishad.
2. Shri Chandra Prakash, District Development Officer.
3. Shri Prakash Chandra Sharma, Pradhan, Panchayat Samiti, Kathumar.
4. Shri Behari Lal Sharma, Pradhan, Panchayat Samiti, Laxmangarh.
5. Shri Govind Singh, Pradhan, Panchayat Samiti, Ramgarh.
6. Shri Pyare Lal, Pradhan, Panchayat Samiti, Tijara.
7. Shri Ramavatar Sharma, Pradhan, Panchayat Samiti, Bansoor.
8. Shri Ram Singh Chauhan, Pradhan, Panchayat Samiti, Neem ka Thana.
9. Up-Pradhan, Panchayat Samiti, Rajgarh.
10. Shri Asraf "Chor" Up-Pradhan, Panchayat Samiti, Tijara.
11. Vikas Adhikari, Reni.
12. Vikas Adhikari, Mandawar.
13. Shri Bhojraj, Vikas Adhikari, Panchayat Samiti, Rajgarh.
14. Shri Kathuria, Vikas Adhikari, Panchayat Samiti, Umrain.
15. Shri Shiv Dayal, Sarpanch Ghasoli.
16. Shri B. K. Sharma, District Agriculture Officer.
17. Shri Ghasi Lal, Inspector of Schools.
18. Other officials and non-officials.

At Delhi

1. Shrimati Indira Gandhi, Prime Minister.
2. Shri A. P. Shinde, State Minister for Agriculture.
3. Prof. Sher Singh, State Minister for Community Development & Cooperation.
4. Shri R. N. Mirdha, State Minister for Home Affairs.
5. Shri Mathura Dass Mathur, former Finance Minister, Government of Rajasthan.
6. Shri Nathu Ram Mirdha, M. P.
7. Shri Nawal Kishore Sharma, M. P.
8. Shri Hari Prasad, M. P.
9. Shri Lal Singh Tyagi, General Secretary, All India Panchayat Parishad, Delhi.
10. Shri Wasvani, Chairman, Rajasthan Panchayat Samitis and Zila Prishads Service Selection Commission.

11. Shri Ramkrishnanaiya, Additional Secretary, Department of Community Development & Cooperation, Ministry of Agriculture.
12. Shri R. N. Haldipur, Joint Secretary, Ministry of Home Affairs.
13. Shri M. V. Mathur, Director of Asian Institute of Educational Administration.
14. Other officials and non-officials.

At Jaipur

1. Shri Hari Deo Joshi, Minister for Community Development & Panchayats.
2. Shri S. L. Khurana, Chief Secretary, Rajasthan, Jaipur.
3. Shri Sher Singh, P.W.D., Irrigation and Power Secretary.
4. Shri Mohinder Singh, Education Commissioner.
5. Shri V. C. Pandey, Special Secretary, Agriculture (Special Schemes).
6. Shri K. L. Baraya, Secretary, Medical & Health.
7. Shri V. B. L. Mathur, Special Secretary, Department of Personnel.
8. Shri K. V. Shankaran, Special Secretary, Agriculture.
9. Shri Anil Bordia, Director of Industries.
10. Shri V. N. Dhondiyal, Collector, Jaipur.
11. Shrimati Otimia Bordia, Special Secretary, Planning.
12. Shri L. N. Gupta, Director of Primary & Secondary Education.
13. Shri H. M. Mathur, Deputy Secretary, Finance.
14. Shri P. D. Mathur, Director of Medical & Health Services.
15. Dr. Ranvir Singh, Director of Agriculture.
16. Dr. M. M. Doshi, Director of Animal Husbandry.
17. Shri P. N. Singhal, Director of Social Welfare.
18. Shri Hari Dutt Gupta, Chief Engineer, P.W.D. (B&R).
19. Shri Jagdish Lal Mathur, Examiner, Local Fund Audit.
20. Shri K. D. Bhargava, Chief Accounts Officer.
21. Shri S. C. Pagoria, General Manager, Jaipur Milk Supply Scheme.
22. Shri M. L. Mathur, Additional Chief Engineer, Irrigation.
23. Dr. Jagdeo, Deputy Director of Medical & Health Services.
24. Shri Siddharaj Dhadha, Sarvodaya Leader.
25. Shri Sourabh Behari, President and other representatives of Rajasthan Gram Sevak Sangh.
26. Shri Ram Prashad Khandal, General Secretary and other representatives of Panchayati-Raj Karamchari Sangh. —

ANNEX 8

List of books/Reports/Laws/other publications studied and/or referred by the Committee.

1. LAWS.

(a) Laws of Rajasthan :—

1. The Rajasthan Panchayat Act, 1953 (Act No. XXI of 1953).
2. Rajasthan Civil Services (Classification, Control and Appeal) Rules, 1958.
3. The Rajasthan Panchayat Samitis and Zila Parishads Act, 1959 and various Rules made thereunder.
4. The Rajasthan Panchayat and Nyaya Panchayat Election Rules, 1960.
5. The Rajasthan Panchayat and Nyaya Panchayat (General) Rules, 1961.
6. The Rajasthan Travelling Allowance Rules, 1971.
7. The Rajasthan Service Rules, 1951.
8. The Rajasthan General Financial and Accounts Rules, 1952 (as amended up-to-date).
9. The Rajasthan Local Fund Audit Act, 1954 (Act No. XXVIII of 1954).

(b) Laws of other States :

1. The Punjab Gram Panchayat Act, 1952 (Punjab Act No. IV of 1953).
2. The Punjab Panchayat Samitis and Zila Parishads Act, 1961 (Punjab Act No. 3 of 1961).
3. The Bombay Village Panchayats Act, 1958 (Bombay Act No. III of 1959).
4. The Maharashtra Panchayat Samitis and Zila Parishad Act, 1961 (Maharashtra Act V of 1962).
5. The Orissa Panchayat Samiti Act, 1959 (Act No. 7 of 1960).
6. The Andhra Pradesh Panchayat Samitis and Zila Parishads Act, 1959 (Act No. XXXV of 1959).
7. The Andhra Pradesh Gram Panchayats Act, 1964 (Act No. 2 of 1964).
8. The Gujarat Panchayats Act, 1961 (Act No. VI of 1962).
9. Compilation of Rules-Vol. I (under Gujarat Panchayats Act, 1961).
10. Compilation of Rules-Vol. II (under the Gujarat Panchayats Act, 1961).
11. Compilation of Rules-Vol. III (under the Gujarat Panchayats Act, 1961).
12. Compilation of Rules-Vol. IV (under the Gujarat Panchayats Act, 1961).
13. Compilation of Rules Vol. V (under the Gujarat Panchayats Act, 1961).
14. Compilation of Rules Vol. VI (under the Gujarat Panchayats Act, 1961).
15. Compilation of Rules-Vol. VII (under the Gujarat Panchayats Act, 1961).
16. Compilation of Rules-Vol. VIII (under the Gujarat Panchayats Act, 1961).

17. Bihar Panchayat Samitis and Zila Parishads Act, 1961 (Bihar Act VI of 1962)

18. Uttar Pradesh Kshetra Samiti and Zila Parishad Act, 1961.

2. REPORTS.

1. सामुदायिक विकास-पुस्तिका, सामुदायिक विकास एवं पंचायत विभाग द्वारा प्रकाशित 1959

2. Hand Book on Panchayati Raj (Vol. III-Role of Functionaries) by Community Development and Panchayats Department Rajasthan.
3. Report of the Administrative Reforms Committee 1963 (H. C. Mathur Committee Report).
4. Report of Rajasthan State Primary Education Committee 1963-64 (Naik Committee Report).
5. Report of the Study Team on Panchayati Raj 1964 (Sadiq Ali Committee Report),
6. Report of the Committee on Primary Education in Panchayati Raj 1969 (Bhandari Committee Report).

7. भारत में सामुदायिक विकास कार्यक्रम का उद्भव-सामुदायिक विकास व पंचायत विभाग द्वारा प्रकाशित-1970।

8. राजस्थान में समाज-कल्याण-1972-समाज कल्याण विभाग द्वारा प्रकाशित।

9. Approach to the Fifth Five Year Plan--Published by the Planning Department, Government of Rajasthan--1972.
10. Annual Plan Proposals Rajasthan 1972-73--Published by Planning Department, Government of Rajasthan.
11. Annual Plan Proposals Rajasthan 1973-74--Published by the Planning Department, Government of Rajasthan.
12. The Working of Panchayati Raj Institutions in the Jaipur District (Prepared by the Panchayati Raj Research Project.)
13. Rural Housing Manual (Part-I) by Community Development and Panchayats Department.
14. A Report on the Panchayat Elections in Rajasthan, 1960--Published by Evaluation Organisation Government of Rajasthan.
15. The Working of Panchayati Raj in Rajasthan, 1962--Published by Evaluation Organisation, Government of Rajasthan.
16. A Short Study on Panchayat Samiti Adhyayan Kendras--By Evaluation Organisation, Government of Rajasthan.
17. Distribution of Seeds, fertilizers, implements and pesticides in Rajasthan- Published by Evaluation Organisation, Government of Rajasthan, Jaipur.
18. The Pattern of Rural Development in Rajasthan--Published by Evaluation Organisation, Government of Rajasthan.
19. Attachment of V. L. W. with Progressive Farmers--Published by Evaluation Organisation, Government of Rajasthan.
20. V. L. W.-cum-Panchayat Secretary and Agricultural Production Programme - Published by Evaluation Organisation, Government of Rajasthan.

21. Panchayati Raj in Rajasthan--Published by Community Development and Panchayats Department.
22. Crash Scheme for Rural Employment in Rajasthan--Published by Evaluation Organisation, Government of Rajasthan.
23. Rural Works Programme in Rajasthan--Published by Evaluation Organisation, Government of Rajasthan.

(b) Reports of other States :

1. Guide Book on Panchayat Development in Madras State-Vol. III-1962-Government of Madras, Rural Development and Local Administration Department.
2. Report of the Joint Select Committee on Mysore Panchayati Raj Bill, 1964.
3. Manual on Community Development-Part I--Published by Development, Panchayati Raj and Co-operation Department, Government of Mysore.
4. Report of the High Power Committee on the Reorganisation of Panchayat Samiti Blocks and allied matters 1964 (Government of Andhra Pradesh).
5. Training in Community Development in Orissa 1965--Published by the Community Development and Panchayati Raj Department Orissa.
6. Study of Panchayati Raj in West Bengal-First Report, Zila Parishads 1967-by the Director of Evaluation, Government of West Bengal.
7. Administration Report for the year 1965-66--Published by Panchayat Department of Kerala 1967.
8. Audit Review Report on the Accounts of Panchayati Raj Institutions in Maharashtra for 1967-68.
9. Consolidated Finance and Revenue Accounts of Zilla Parishads and Panchayat Samitis in the State of Maharashtra for the year 1967-68.
10. Annual Administration Report on the working of Village Panchayats (Government of Maharashtra) for the years 1967-68 and 1968-69 (Combined Issue).
11. Report of the Administrative Reorganisation Committee appointed by the Government of Maharashtra, 1968.
12. The Cooperative Movement in Maharashtra State-A Reappraisal Proposals and its Revitalisation and Reorganisation 1970.
13. The Cooperative Movement in Maharashtra State-A Reappraisal, Proposals and its Revitalisation and Reorganisation 1970.
14. Report of the Evaluation Committee on Panchayati Raj (Government of Maharashtra) 1971.
15. Report of the Committee on Community Development, Government of Bihar 1969.
16. Panchayati Raj in Gujrat 1971 (Panchayat and Health Department, Gujarat).
17. Report of the High Level Committee on Panchayati Raj, Government of Gujarat-Vol. I and II-1972.
18. Report of the Select Committee on the Assam Panchayati Raj Bill 1972.

(C) REPORTS OF VARIOUS TEAMS APPOINTED BY THE GOVERNMENT OF INDIA

1. Report of the Team for the Study of Community Projects and National Extension Service-Vol. I, Vol. II and Vol. III (Part I and II) (Committee on Plan Projects-New-Delhi-) 1957.

2. Main Recommendations, Proceedings and Agenda Notes of Annual Conference on Community Development at Hyderabad 1961 (Ministry of Community Development and Co-operation, Government of India.)
3. Report on Local Government in Yugoslavia 1960 (Ministry of Community Development and Co-operation.)
4. Report of the Study Team on Nyaya Panchayats-1962, Ministry of Law.
5. A Guide to Community Development (Revised) 1962 (Ministry of Community Development and Co-operation).
6. Report of the Study Team on Panchayati Raj Finances. 1963-Part I and II (Ministry of Community Development and Co-operation).
7. Annual Conference on Community Development and Panchayati Raj at Srinagar, 1965-Main Recommendations, Proceedings and Agenda Notes (Ministry of Community Development and Co-operation).
8. Panchayati Raj at a glance, 1971-Administrative Intelligence Division (Department of Community Development, Ministry of Agriculture).
9. Approach to the Fifth Plan 1974-79 (Planning Commission-January, 1973).
10. Interim Report on Whole Village Development Programme (National Commission on Agriculture-February, 1973).

(d) Other Reports/Papers/Books

1. Community Development in India—B. Mukerji.
2. Communities and their Development—T. R. Batten.
3. A Guide to the Community Development—Douglas Ensminger.
4. The Progress and functioning of Panchayati Raj—By Prof. Sher Singh, State Minister in the Ministry of Agriculture, Published by All India Congress Committee (Panchayati Raj Cell)
5. Panchayati Raj in the context of Fifth Five Year Plan—By Shri Mohan Dharia, State Minister in the Ministry of Planning Published by All India Congress Committee (Panchayati Raj Cell).
6. Revitalising Panchayati Raj Institutions—By Shri Lal Singh Tyagi—Published by All India Congress Committee (Panchayati Raj Cell).
7. Selected Readings on Community Development—by National Institute of Community Development., Hyderabad
8. Community Development and Panchayati Raj Digest 1970 (Community Development Week Special Number) by National Institute of Community Development Hyderabad.
9. Citizen Participation : Canada—A Book of Readings—James A. Draper.
10. Various Issues of "Kurukshetra".
11. Jan Vikas (Gandhi Centenary Number) by State Institute of Community Development and Panchayati Raj, Udaipur, 1970.
12. Community Development and Panchayati Raj Digest-July, 1970 National Institute of Community Development, Hyderabad.
13. Community Development and Panchayati Raj Digest-April, 1972 National Institute of Community Development, Hyderabad.

14. पंचायती राज का वित्त विधान—सूरज राज भंसाली, मंगल उदय प्रकाशन, जयपुर

15. The Constitution of India.
16. The Supreme Court on Election Law 1952-66.
17. Manual of Election Law, Government of India, Ministry of Law and Justice, 1972.
18. Panchayati Raj Perspective and Programme 1964—by All India Panchayat Parishad, New-Delhi.
19. Agenda notes of the Sixth All India Panchayat Parishad Sammelan, March, 1973.



ANNEX 9

List of notes on various issues concerning Panchayati-Raj prepared by the Member-Secretary and circulated amongst the members of the High Power Committee for their study.

1. Note on the Committee's visit to Maharashtra containing the synopsis of observations of various officials and non-officials whom the Committee met in Maharashtra.
2. Review of the structure and constitution of the three tiers of Panchayati-Raj.
3. The future shape of Zila Parishad and feasibility of direct elections for constituting the Zila Parishad.
4. The future shape of Panchayat Samitis.
5. The future of Nyaya Panchayats.
6. Review of the size (on the basis of both area and population) of Panchayati-Raj institutions.
7. The tenure of various Panchayati-Raj bodies.
8. Functioning of Standing Committees.
9. Functioning of Rajasthan Panchayat Samitis and Zila Parishads Service Selection Commission and District Establishment Committee.
10. Establishment of a State Panchayati-Raj Board.
11. A note of the Committee's visit to the six districts of Rajasthan (Kota, Jhalawar, Banswara, Dungarpur, Udaipur and Bhilwara) containing synopsis of the observations made by officials and non-officials whom the Committee met during this visit.
12. A note on the Committee's visit to Alwar containing synopsis of the observations made by officials and non-officials whom the Committee met during this visit.
13. Notes of the Committee's two visits to Delhi containing synopsis of the observations made by officials and non-officials whom the committee met during these visits.
14. Note containing the synopsis of the observations made by other non-officials and representatives of the Service associations made before the Committee.
15. Draft Interim Report.
16. Detailed Notes on the following matters :—
 - (i) Power and functions of Panchayati-Raj Institutions.
 - (ii) Services—Their recruitment, Control, Promotion, avenues and Placement.
 - (iii) Financial matters pertaining to Panchayati-Raj institutions.
 - (iv) Observations made by various Heads of Department and Secretaries to Government interviewed by the Committee.
 - (v) Budgeting & Accounting.
 - (vi) Training.
 - (vii) Delegation of powers.
 - (viii) Supervision and Control.
 - (ix) Weaker Sections.

- (x) Re-delimitation of Panchayat-Raj institutions.
- (xi) Gram Sevaks and Group Panchayat Secretaries.
- (xii) Teachers.
- (xiii) Postponement of Elections.
- (xiv) Amendment in Acts/Rules.
- (xv) Concept of Community Development and Panchayat-Raj.
- (xvi) Gram Sabha.
- (xvii) Promotion avenues for non-cadre Vikas Adhikari.
- (xviii) Institutional Control over the C.E.O. and Vikas Adhikari.
- (xix) Coordination and Relationship.
- (xx) Evaluation and Re-appraisal.
- (xxi) Gram Sevika and Lady Social Education Organiser.
- (xxii) A note on Casteism.
- (xxiii) Role of Zila Parishads in the Plan formulation process.
- (xxiv) Honorarium and D.A. to Non-Officials.

